REPORT

St. John's Heritage Areas, Heritage Buildings and Public Views

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EXECUTIVE SUMMARY

Introduction

The City of St. John's is experiencing a period of renewed interest in the Downtown. The strongest growth has been in the residential sector followed by commercial renovation projects. There is an indication that new and larger projects are about to follow. It has been recognized and documented in the "Downtown St. John's Strategy for Economic Development and Heritage Preservation" that the heritage character of most of the buildings and the spectacular views of and from the downtown, have been major contributing factors.

The City of St. John's, cognisant of this interdependence, commissioned this study to look at three issues:

- To examine the boundaries of the St. John's heritage areas and determine whether they should be changed, by adding or deleting neighbourhoods and streets, and also to describe the main characteristics that need to be protected.
- To recommend specific properties that should be designated as heritage buildings and to coordinate these lists and criteria with provincial and federal agencies.
- To identify and rank significant pubic views and scenic corridors, and recommend how best to protect them for public enjoyment. Primarily these views are in Downtown St. John's, but also include significant public views elsewhere in the city.

Heritage Areas of St. John's

A review and consultation process that looked at existing conditions and regulations and that carried out a re-evaluation of the physical resource resulted in the following recommendations.

- Increase the total size of the Heritage Area.
- Establish three categories of Heritage Areas that respond to the different characteristics and adopt specific design criteria for each.
- Identify and prepare design studies for five special areas; George Street, The Battery, Quidi Village, Fort Amherst, and Churchill Park.
- Establish a new approval process that is more fluent, more rigorous, but less dependent on the Heritage Advisory Committee.
- Appoint a Heritage Development Officer.
- Engage in a public information and awareness program.

Map 4 shows the proposed boundaries for the Heritage Areas and Table 2.3.2 describes the objectives for the various areas.

An important component of the process is that evaluation criteria for applications within the Heritage Areas need to be more specific. Table 2.4.2 specifies the changes that are permitted in terms of scale/form, style/material and site/miscellaneous for the three Heritage Areas.

Area & Characteristics	Objective	Permitted Change
Heritage Area 1	Preserve and restore existing heritage buildings and streetscapes.	Essentially none, except as required by Life Safety and Accessibility. More durable materials may be used in selected applications. New buildings must be in scale and in style.
Heritage Area 2	Protect and renovate in heritage character.	Relatively minor changes to form such as adding a bay window, if it suits the streetscape. More flexibility with new materials. New buildings must be in scale and respect surrounding style.
Heritage Area 3	Protect and renovate in character.	More choices of materials. New buildings must be in scale and in style.
Special Areas George Street, The Battery, Quidi Vidi Village, Fort Amherst, and Churchill Park.	Renovate in character or reflect character. New construction in scale.	These areas should have a specific design study prepared as was originally done for George Street.

Heritage Buildings

There are at present at least three systems of designating Heritage Buildings in St. John's. While there is overlap there are also significant discrepancies in both the criteria and the actual lists. For example, the Basilica is listed federally and provincially but not municipally. A review and consultation process resulted in the following recommendations for the city:

- Adopt the format used by the Heritage Foundation of Newfoundland and Labrador for the designation of heritage structures.
- Recognize the properties with existing Federal and Provincial designations.
- Incorporate the buildings identified in the priority-building list.
- Recognize the importance of the listed streetscapes.

At present, the city uses a complicated method for evaluating heritage structures. As well, when the city designates a property, the designation typically covers only the exterior of the structure. Landscaping and features such as fences and gates have been excluded even though the Development Regulations allow such elements to be designated. To make the evaluation process simpler and to include these elements, we are proposing the City adopt the format used by the Heritage Foundation of Newfoundland and Labrador. This would mean that the city and the province would have identical evaluation systems. The Heritage Foundation adopted this particular evaluation process after in-depth research into what the other provinces in Canada were using. It evaluated the structure in four categories – Architecture, History, Integrity, and Environment.

The process to date has been reactive in that properties have only been evaluated when requested. The new process would be preemptive. Section 3.4, makes specific recommendations that coordinate the federal, provincial, and municipal designations, Section 3.5 adds a list of priority buildings requiring designation, and Section 3.6 lists streetscapes of particular value.

Public Views

The process has resulted in the following recommendations:

- Recognize views, view planes, and street end views as identified in this and other studies.
- Adopt measures to protect these views.
- Recognize that maintaining existing zoning and the associated building heights is the best way to protect views.

The view plane evaluation process which is based on a viewpoint (from where one is looking) and a visual resource (what one is looking at) is difficult in St. John's because of the large number of views that occur. However a focused approach as recorded in Section 4.8 Recommendations identifies:

- Primary Views – Non Threatened - These are typically panoramic view of the city, Harbour or the Narrows.
- Primary Views – Threatened - These are typically views from specific locations that look over sites that are presently vacant or under used.
- Street End Views provide a valuable visual connection to the Harbour within the city's core.

Section 4.8 and 4.9 makes specific recommendations for each vacant or underused site in order to protect the listed views.

Conclusion

The study team is convinced that the Historic and Visual Resources of downtown St. John's are an important component of economic as well a community development. Adoption of the measures as outlined in this report will help to ensure that they continue into the future. There adoption will not put unreasonable restrictions on any property owner or the city. In respect to Heritage Areas and Heritage Buildings, experience has shown that good regulations increase property values. In respect to protection of public views the most useful measure is simply to maintain existing zoning and height restrictions.

1.0 INTRODUCTION

1.1 Background

In 1975, the Downtown of St. John's was in the process of becoming a wasteland. Businesses and residents were being tugged or forced to the suburbs. There had been a couple of significant developments including construction of the high rise Royal Trust Building on Water Street in 1967, and completion of the Harbour Arterial (Pitts Memorial Drive), but a pessimistic economic mood prevailed.

At the same time there was a growing awareness of the historic and cultural and even economic value of the area. The Newfoundland Historic Trust was established in 1966, and the issue of heritage conservation was brought into focus with the proposal and eventual construction of Atlantic Place on Water Street.

The St. John's Heritage Conservation Area Study completed in 1976 established a vision for redevelopment based on protection and utilization of the areas resource of old buildings and streetscapes. In conjunction with a number of related initiatives, this vision took hold, rather quickly in the residential area, but more slowly in the commercial areas.

Large-scale development pressure continued on a site-by-site basis with construction of several other high-rise projects. With the exception of George Street, and the east end of Duckworth Street, the pace of small renovation projects has been slow.

At present, because of a slightly better economic climate and the success of the Heritage Conservation Program, we are seeing an increase in commercial and residential rehabilitation, and some new residential construction in the Downtown. It is anticipated that there will be a growing pressure for large and small-scale development. The city, recognizing that new development and heritage conservation are mutually dependent but sometimes in conflict, commissioned a "Downtown St. John's Strategy for Economic Development and Heritage Preservation". Completed in June of 2001, the Downtown Strategy suggests an approach for both new and heritage sensitive developments. It also recognizes the need for additional work in a number of areas. Three of these components relating to, heritage area boundaries, heritage buildings, and public views, are the subject of this study.

1.2 Objectives Of The Study

The attitude toward heritage conservation has improved. People are recognizing that there is a tangible economic benefit as well as a cultural and historic value. Offices overlooking the harbour rent at a premium, and houses with a view sell at higher prices, as do those with in character renovations. There has been representation by residents in recent public hearings to increase the size of the heritage conservation areas.

At the same time, it is recognized that the application process within the heritage areas is at times cumbersome and at times ineffectual. Despite best intentions and more successes than failures, public views have been interfered with, significant buildings demolished, and both small and large projects poorly executed. It is frustrating for the general public, heritage advocates, developers, and especially for City Staff.

The objectives of this study as specified in the Request for Proposals and our proposal are as follows:

- To examine the boundaries of the St. John's heritage areas and determine whether they should be changed, by adding or deleting neighbourhoods and streets, and also to describe the main characteristics that need to be protected.
- To recommend specific properties that should be designated as heritage buildings and to coordinate these lists and criteria with provincial and federal agencies.
- To identify and rank significant pubic views and scenic corridors, and recommend how best to protect them for public enjoyment. Primarily these views are in Downtown St. John's, but also include significant public views elsewhere in the city.

The benefits of heritage conservation have been most clearly shown in the residential areas.

Our emphasis in this study is on the physical and regulatory attributes of these items. We recognize, as has been previously demonstrated in the Downtown St. John's Strategy for Economic Development and Heritage Preservation, that protecting public views, heritage buildings and the quality of our neighborhoods makes economic sense, and is in the public and private interest. We recognize that there are sometimes competing objectives and that new development at all scales is necessary. The objective is to find the right balance.

1.3 Approach and Process

Our approach has been based on a thorough knowledge by the study team of the areas and issues and close consultation with several key groups, including City Staff, the City's Heritage Advisory Committee, and the Newfoundland Historic Trust. We have also taken part in the Planning Area 1 (Downtown) and Area 2 (East End/Battery/Quidi Vidi Village) Municipal Plan hearings and held discussions with many individuals. We have driven and walked the city streets and recorded our observations, and we have brought our professional expertise and judgment to bear on the issues, producing a series of discussions and recommendations.

1.4 Format of the Study

The study is organized into three main chapters each relating to one of the report objectives:

- Heritage Areas of St. John's
- Heritage Buildings
- Public Views

It concludes with some comments on related issues, and a consolidation of recommendations.

2.1 Existing Conditions

2.1.1. Existing Boundaries and Designations

The boundaries that presently exist were derived from the St. John's Heritage Area Conservation Study in two stages. That study developed an evaluation system for a number of architectural, historic, and natural features, and on that basis suggested boundaries that incorporated the most important and strategic elements. At the time, there was a debate as to whether the Heritage Areas should be concentrated with stronger regulations, or larger encompassing more of the Downtown. Larger won out and the original area was further increased in 1984 to the present boundaries.

Existing regulations refer to two types of heritage areas; Historic Precinct/Historic Core and Heritage Conservation Area/Heritage General. The former refers primarily to the most architecturally and historically important areas. There is very little distinction between the two areas in terms of the regulations or the way they are applied.

A close look at the existing boundaries, invites some questions.

- Are the two designations responsive enough to reflect the varying characteristics of different areas?
- Why the gaps, are the areas too big or too small?
- What about the Battery, Quidi Vidi, or Churchill Park areas?

Water & George Street early in the 1990's

2.1.2 Existing Regulations

A number of plans, regulations, and by laws regulate and control development in St. John's. The most significant of these in respect to this work are:

- The St. John's Municipal Plan
- The St. John's Development Regulations
- The St. John's Heritage Area By-Law
- Heritage Area Sign By-Law

Springdale Street

These documents make numerous references to the objectives of heritage conservation, protection of views, protection of buildings, control of building bulk and height, and so on. They also of course make equal reference to the objectives of encouraging new and larger developments where appropriate. It is however clear that while encouraging development, they firmly establish the intent of protecting heritage areas, buildings, open spaces, and public views. (See Section 7 from the Municipal Plan)

It is worth noting the subtle distinctions between the Historic Precinct and the Heritage Conservation Areas in the Municipal Plan (Historic Core and Heritage General in the Development Regulations). In the Precinct the objective is to preserve and to restore. In the Conservation Area it is to identify potential for heritage development and to encourage new development in harmony with the old.

Section 7 of Part III from the St. John's Municipal Plan as Revised 1990

This designation is used to identify and protect the heritage resource in areas designated under Section 367A of the City of St. John's Act. Such a designation does not replace the Land Use Districts described in Part III, Section 1, but supplements it by providing additional building controls. The Heritage Areas designated by the city (See Map III-3) use three sub categories with distinct development goals.

(1) Historic Precinct
The major purpose of this designation is to preserve and develop an enclave of historically and architecturally valuable community buildings within an appropriate urban setting.

(2) Heritage Conservation Areas
These areas are designated to identify the potential for heritage development and to encourage development in harmony with the traditional environment. Two types of conservation development area are recognized.

(a) In residential districts the city shall encourage restoration, renovation and adaptive use of existing buildings for residential purposes. New development in Residential Conservation Areas shall conform with existing traditional buildings in terms of style, scale and height; the height of such building shall not exceed three (3) storeys.

(b) The city shall enhance the streetscapes of commercial streets in Downtown, and as part thereof encourage the preservation of historically or architecturally valuable buildings. New development in Commercial Conservation Areas shall be compatible with adjoining traditional buildings in terms of style, scale and height so as to produce a harmonious streetscape; the height of such new buildings shall not exceed four (4) storeys except as provided for in Part III, Section 1.2.3.3(3) and (4).

(3) Protected Streetscapes and Areas
Selected areas may be designated by the city to protect the heritage development of buildings, streetscapes or other physical features of architectural and/or historical significance. Each protected area is expected to be unique and may require a special set of policies and guidelines to be adopted upon designation.

(4) Heritage Buildings
A Heritage Building is designated as such by the St. John's Municipal Council as being of particular historic interest.

(5) Heritage Uses
In order to facilitate the conservation and adaptive reuse of a Heritage Building, Council may zone to accommodate the following Heritage Uses with a Heritage Building: two or more dwelling units, a boarding house, offices and/or a bed and breakfast operation.

(6) Application
Heritage Uses may be permitted in any Residential Land Use District notwithstanding policies related to land, which are set out in other Sections of Part III.

The problem is that many of the objectives are not very specific. This is most clearly shown in the original Heritage By-Law, where only three of twenty-three sections actually refer to the objectives as opposed to the process. The most specific of these, 13(1) is still quite general and this has led to problems. What is meant by scale what is compatible and so on?

The Heritage By-Law, although still in effect, was superceded by the Municipal Plan and the Development Regulations. Section 11.4 of the Development Regulations is equally vague with the exception of building height.

> **11.4 Heritage Areas**
>
> In addition to the requirements contained elsewhere in these Regulations, the requirements below shall apply to each area, as specified on Map E of Section 3 – "Heritage Areas".
>
> 11.4.1 Historic Core
> Development shall generally conform with existing neighbours in style and scale. The height of new buildings shall not exceed four (4) storeys.
>
> 11.4.2
> In Residential Zones, Development shall conform with existing traditional buildings in terms of style, scale and height; the height of such buildings shall not exceed three (3) storeys.
>
> 11.4.3
> In Commercial Zones, Development shall be compatible with adjoining traditional buildings in terms of style, scale and height so as to produce a harmonious streetscape; the height of such New Buildings shall be in accordance with the Zone in which the Development is located.

As mentioned previously, many of the regulations are quite vague. There are however two important exceptions, the St. John's Heritage Area Sign By-Law which is quite specific and the St. John's Development Regulations in reference to building height. These regulations clearly establish, and have since at least 1994, the maximum permitted height for new or existing buildings in the Downtown. With the exception of the existing tall buildings, there are only two sites, both in the west end of the Downtown, that permit development in excess of four storeys.

2.1.3 Existing Application Process

At present any application for renovation or new development that requires a building permit within the Heritage Conservation Area, in addition to following due process in terms of zoning and building regulations, has to be submitted to the Heritage Advisory Committee.

There are a number of significant issues:

- The process is time consuming for the applicant, the Committee and for City Staff.
- The regulations are fairly vague in respect to heritage requirements.
- There is one generic application form that does not require any specific heritage information
- Heritage related issues are identified by City Staff during the review process.

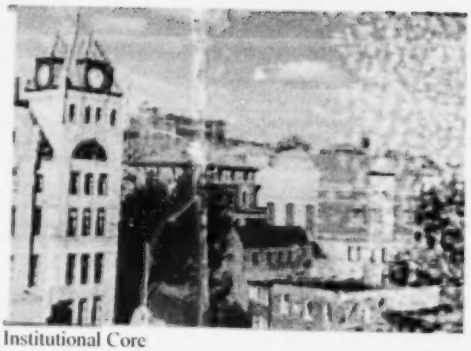
It must be noted that there have been some significant achievements

- The Downtown of St. John's has never looked better.
- There is a much greater awareness of the benefits and responsibilities of owning an old building, or building a new one in the Downtown area.
- The number of good projects is well ahead of the bad ones.

2.2 Characteristics of Downtown Areas

2.2.1 *Boundaries*

The boundaries of the existing heritage areas in general and the heritage core more specifically are very broad. There is no real distinction between institutional, commercial and residential areas. Regulations are essentially the same for a house on Alexander Street as they are for one on Gower Street East, or for a commercial building on Water Street.


Institutional Core

Flamboyance of style on George Street

The institutional core as described in the original St. John's Area Heritage Conservation Study incorporated the main institutional buildings in the heart of the city starting with the Court House and running up to the Basilica and beyond. The area is very strategic and is easily defined. While it is the most important, it is also the least threatened, at least from within. There are, however, threats from outside the core. For example, part of the discussion of The Rooms project concerned whether it would compete with the Basilica on the skyline. What will the implications be for the area if a proposal is brought forward for a ten storey structure near the core? This is obviously a distinct area, with distinct issues and requirements, including a significant amount of public open space and prominent public views.

George Street is another distinct area that is not defined separately. While the development potential was recognized in the St. John's Area Heritage Conservation Study and subsequent studies, few people would have predicted how successful it would be. Its success is due to some careful planning, including the 1985 Retail Core Study and to the fact that it recognized a certain flamboyance of style, as opposed to strict Georgian or Victoria styling.

Water Street west off Beck's Cove is distinct from the area to the east because of a more constrained topography and because of several very significant pre 1892 buildings.

Gower Street, which has experienced a lot of heritage renovation and has many larger houses, is distinct from the Cabot Street area where homes are smaller and heritage has not been a big issue. Gower Street heritage is probably safe, however, these same techniques could help revitalize the Cabot Street area, which is not in the heritage area at present.

2.2.2 *Re-evaluation of the Resource*

We have taken a step back, and have on the basis of available knowledge and a site survey produced a new overview of the Downtown. We approach heritage characteristics of the buildings and landscape of the older parts of the city as a resource at three levels.

- As a historic and cultural resource, who we are, where we come from, and so on.
- As an economic resource which generates international, provincial and local tourism.
- As a neighbourhood resource that makes the area a more pleasant place in which to live, work, or just visit.

The quality of the resource has been evaluated in two ways: inherent visual/historic character, and degree of compliance.

The inherent visual/historic character, which is the more important of the two, evaluates various areas, streetscapes and open areas in terms of their original underlying characteristics. A row of houses originally of similar style would have made a strong visual statement. A pre 1892 building even though now changed has historic value because of its rarity. The categories are relative to the Downtown. For example, "above average" means that it is one of the more recognizable heritage areas. Below average still has heritage values, it is just not as significant as some of the other areas. It also should be noted that heritage value is not strictly related to grand buildings. A row of very plain houses can be just as valuable as a diverse mix of more elaborate ones.

The inherent visual historic character categories are:

- Exceptional
- Above average
- Average
  (For Downtown and old St. John's)
- Below average
- None or negative influence

A row of plain houses can be just as valuable as the most elaborate ones.

The degree of compliance indicates the degree to which an area or streetscape (not an individual building) has been changed over the years. Generally speaking there has been more change in the areas where the buildings are fairly plain to start with, while the more prestigious areas are basically intact.

The degree of compliance categories were noted in the survey but not plotted because they were not actually used to help define the areas. The categories are:

- No noticeable change
- Minor amounts of change
- 50% change
- Major change
- None intact

Map 2 shows a compilation of the observations. The intent is to help show the pattern of more important heritage potential not specific details.

2.2.3 *High Visibility and Tourism Areas*

Because St. John's built heritage is an economic resource in relationship to tourism, certain areas are more strategically important than others. Areas that are highly visible and more public are more important in the sense that they have an impact on more people.

There are two components:

- General visibility – In terms of where St. John's residents live and travel.
- Tourism zones – These are the areas or focal points for visitors to St. John's and for local recreation.

Various parts of the Downtown have more visibility than others for a number of reasons. They may be on heavily travelled routes, be located near busy intersections or focal points, or be in areas that have high pedestrian and tourist volumes. These high visibility areas are a strategic public and tourism resource.

Map 3 shows the most strategic areas, the main routes of travel into and in the Downtown, tourism zones and attractions, key intersections, nodes and gateways.

Signal Hill Road is highly visible because of the number of visitors to Signal Hill. Unfortunately there have been a lot of low heritage quality renovations.

2.3 Heritage Areas

2.3.1 *General Approach*

A lot has happened since 1984 when the present heritage areas were established. There have been heritage successes and failures, new projects and new pressures, but there is also a more constructive attitude. The evaluation process and our conversations with key informants have shown that it will be more strategic, and more accurately reflect the character of the Downtown, if there is more distinction between heritage areas. These areas can have different objectives. For example, preservation is the objective for Gower Street East while improvement of heritage character is the objective for Cabot Street. The degree of change that is permitted will vary with each designation. For example, regulations could be more stringent in the core residential heritage area of Gower Street, but more discretionary in a peripheral area such as Georgestown. In reality, most people will probably comply with higher standards because of the benefit in terms of property values. This has been demonstrated in the core heritage areas. It is also necessary to be much more specific with terminology and process.

A mix of building types is more pronounced in the commercial areas.

The institutional core is most straightforward. Buildings such as the Anglican Cathedral, Court House or Masonic Temple obviously must be preserved as is. The problem for them is finding the funding sources to carry out necessary repairs and restoration. The commercial areas are the most complex. There is a mixture of styles and it is here that development pressures are most diversified. Square foot cost per rental area may be the criteria for a site next door to an owner who is trying to restore a pre 1892 structure. Ironically they both depend on each other for economic viability.

2.3.2 *Proposed Heritage Areas and Boundaries*

On the basis of the inherent quality of the resource, and the strategic location, we are proposing three heritage area designations. We have also identified five special areas including George Street, Quid Vidi Village, the Battery, Fort Amherst and Churchill Park. These areas have distinctive characteristics that should be preserved, but do not really conform to heritage area criteria.

Areas that have already been redeveloped such as the existing high-rise sites are not included in the heritage areas. However areas that are obvious candidates for redevelopment because of vacancy or strategic location, such as the old Woolworth Building, have been, even if they do not have heritage value at present. The reason is that their redevelopment will have a significant impact on surrounding heritage areas.

The objectives for each area have been developed from the evaluation process and the characteristics of each area. The main objectives and degree of permitted change are shown in the table below. Map 4 shows the general intent and proposed boundaries for the various areas. Some specific adjustments may be required in several areas.

The classic view of Downtown from Signal Hill incorporates most of the proposed heritage areas.

Table 2.3.2

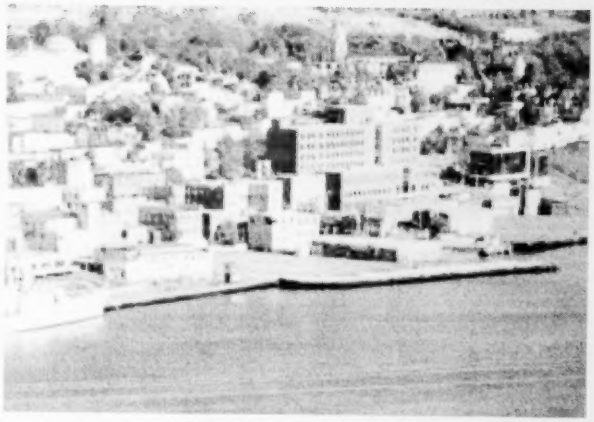
Area & Characteristics	Objective	Permitted Change
Heritage Area 1	Preserve and restore existing heritage buildings and streetscapes.	Essentially none, except as required by Life Safety and Accessibility. More durable materials may be used in selected applications. New buildings must be in scale and in style.
Heritage Area 2	Protect and renovate in heritage character.	Relatively minor changes to form such as adding a bay window, if it suits the streetscape. More flexibility with new materials. New buildings must be in scale and respect surrounding style.
Heritage Area 3	Protect and renovate in character.	More choices of materials. New buildings must be in scale and in style.
Special Areas George Street, The Battery, Quidi Vidi Village, Fort Amherst, and Churchill Park.	Renovate in character or reflect character. New construction in scale.	These areas should have a specific design study prepared as was originally done for George Street.

INSERT
CITY OF ST. JOHN'S
Review of the St. John's Heritage Areas and Public Views
Consultants
PHB GROUP
TRACY CONSULTING INC.
LEGEND
PROPOSED HERITAGE AREAS
Heritage Area 1
Heritage Area 2
Heritage Area 3
No Designation
Main Traffic Routes
MAP 4 :
PROPOSED
HERITAGE AREAS

2.3.4 *Commentary on the Proposed Heritage Areas and Special Areas*

Heritage Area 1

Areas under this designation contain the city's most valuable heritage buildings and streetscapes. The boundaries are expanded slightly to include significant streetscapes that face into the areas identified as exceptional in the evaluation. Although many of the institutional and commercial buildings in these areas need repair, heritage character is generally intact. The objective of this designation is to protect and preserve these characteristics as close to the original as possible. There is not a lot of potential for new construction within this area but where it can occur it must conform to existing scale, style and detail.



This area in the east end encompasses three proposed heritage areas as well as special areas.

Heritage Area 2

This designation corresponds closely with the original heritage area objectives. Buildings and streetscapes in these areas represent the best of the overall character of the Downtown. In conjunction with Area 1, they include most of the main tourism areas. While most of the residential structures are well preserved, many commercial buildings are not, and there are some examples of bad renovations in both groups. Several areas are under potential pressure for new development. The objectives of this designation are to protect heritage buildings and streetscapes and to renovate in heritage character, within fairly strict limits. There is more flexibility in terms of add-ons and adaptive reuse. New construction must be in scale, and respect surrounding styles of heritage structures.

Heritage Area 3

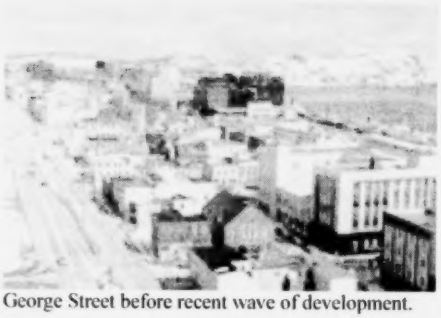
These areas represent the average condition of the Downtown. They expand slightly from the evaluation to include some main thoroughfares and to consolidate around natural boundaries. The objectives are similar to the other heritage designations but there is more flexibility in terms of use of materials and building additions. One of the objectives of the slightly more relaxed requirements is to encourage more in character renovation of buildings that have previously been inappropriately altered. New construction must be in scale and reflect surrounding styles.

Special Areas

We have identified five areas that have their own unique characteristics. While they do not fall strictly under the heritage umbrella, they are valuable pieces of the urban fabric. Each of these areas needs its own design study in relation to the objectives of heritage conservation. This was done for George Street a number of years ago and set the tone for development.

Colourful storefronts on Duckworth Street

- George Street
  This area has been developed as a successful entertainment street. There are however, a number of visual, functional and maintenance problems. An update of the previous study is required to reflect present realities.
- The Battery and Fort Amherst
  The Battery is one of the most visible components of the Downtown on the flank of Signal Hill. It has a very strong image when seen from the harbour and appeals to romantic notions. Its character comes from the jumble of small houses nestled under the cliff by the Harbour side. The houses themselves are of varying form and style with many out of character renovations, and several large new houses have been built. There is a danger that new construction will alter the scale and feel of the areas and interfere with individual views. There is a finite number of houses in the area and it would be possible to do an urban design plan that would specify parameters for each site, for mutual benefit. The issues for Fort Amherst are very similar.
- Quidi Vidi Village
  The issues are similar to the Battery. There is however a study presently underway, and a neighbourhood group in place. If not covered in the existing study, an urban design study should be undertaken that would develop a specific vision for this unique village.
- Churchill Park Area
  This area, built in the late 1950's and 60's, in addition to being one of the most pleasant neighbourhoods in St. John's is rapidly reaching heritage status. There is a regularity and special character to the houses and apartments. There is also a redevelopment pressure that includes some dramatic changes to the architecture, and very large houses that are dwarfing neighbours. A proposal to define the area and develop design controls should be prepared and discussed with area residents.



George Street before recent wave of development.

A feeling of being a "Village" with a mix of styles within the Battery.

The Gut at Quidi Vidi Village

- Vacant and under used sites
  There are a number of these sites in the Downtown. They have been identified specifically in the section on view planes because their redevelopment may have a negative impact. These sites, even if they are vacant or of no heritage value at present, have been included in the neighbouring heritage area so that any application will be looked at in the context of their surroundings.

Under used sites such as the Woolworth building and the bottom of Springdale Street can expect development pressure in the near future.

2.4 Urban Design Criteria

2.4.1 Design Criteria Terminology and Concepts

As previously discussed, existing Heritage Area Regulations and terminology are relatively vague. The same regulations, despite different characteristics and levels of importance apply to all areas. At present, it is theoretically possible to put vinyl siding on a house on Rennies Mill Road, but an existing wide vinyl clad house with slider windows on Bond Street is discouraged from applying to upgrade because of fear of cost. The objective of refining the areas is to tighten up requirements for the most important areas and loosen others so as to encourage improvement.

New buildings can be successfully inserted into old neighbourhoods although this one should have had a trim board in the middle.

Criteria are the requirements or measures against which a proposal is judged. They can be fairly general as in the term "in scale", or fairly specific, as in "three storeys". The more specific, the better. Because the old building stock in St. John's, especially residential, is quite homogeneous, it is possible to develop fairly concise standards and criteria.

The relevant criteria in this case are the measures against which it will be possible to evaluate proposed changes from original conditions, to see if they will be permitted within the various heritage areas. It depends on a definition of terms and concepts that relate to the main building characteristics. There are three parts of the process, the first, Table 2.4.1 defines the terms in general, what we mean by scale, building form, and so on. The second outlines permitted changes for various heritage areas in terms of the defined characteristics. The third suggests the structure and process by which proposals are evaluated.

Table 2.4.1 Terminology and Concepts

COMPONENTS	DISCUSSION OF COMPONENTS
SCALE\FORM	
Building Size	
Height	Number of storeys or actual height, usually measured from main street front. Most common are 2-3 for residential, and 3-4 for commercial.
Proportion	Ratio of height over width, usually simple numbers such as, 3/2. This 3/2 vertical proportion is very common, including wider commercial buildings that have vertical divisions in the fasçade.
Ground Floor Area / Total Area	Size of building footprint/total area of all floors.
Building Form	
Footprint Shape	Typically rectangular, it includes projections, and special shapes.
Vertical Shape	Section or profile including set backs, low roofs, and roof shape.
Projections	
Bays for windows	Common on larger houses and more prominent commercial buildings, usually on front only. There are several styles in use.
Porch/Veranda	Projections at main entrances. Rare south of Harvey/Military Road.
Canopies	Rare, except for cloth canopies on old retail storefronts.
Balconies/Decks	Rare in Downtown.
Roof Decks	Rare on old buildings.
STYLE/MATERIAL	
Name of Style	Some styles have a name, i.e., Victorian Mansard.
Roof Form	
Typical Shapes	Flat, mansard, hipped, gable or a combination are examples. Roof form is a key component of building style.
Material	Slate, wood shingles, asphalt shingles are examples.
Wall Texture	Usually defined in terms of material and amount of decoration.
Siding Style/Material	Usually 4" clapboard, 6" trims for residential and some commercial buildings. Brick and or stone for commercial and institutional buildings.
Trim Style/Material	Usually wood 6"-8" at corners and around openings. Sometimes articulated. Drip molds, sills, and water tables, are integral parts of trims.
Details/Decorations	Varies from elaborate to none. Groups of houses usually have similar types of detail. Brackets are the most common.
Railings	Wood or cast iron, details vary from elaborate to plain.
Foundation	Sometimes prominent on sides or back, usually stone in old buildings.

COMPONENTS	DISCUSSION OF COMPONENTS
Store Front	Defines front of main floor on most commercial buildings. Usually they have large windows, inset doors, signage boards, and elaboration of detail. Single or double doors usually have ½" glass. Storefronts are an essential part of the character of commercial buildings.
Openings/Fenestration	The size, proportion, spacing, and type of opening, is a defining characteristic and is generally consistent between styles.
Window Style	Residential, most are double hung, 30-36" wide, 52-72" inches high, proportion and spacing is important, usually with 6" trims. Usually single, sometimes in pairs or bays. Commercial, mostly double hung, except for storefronts, mostly single, sometimes in pairs or grouped in a bay.
Window Material	Wood is traditional material with wood storm windows.
Window Pattern	Usually symmetrical and balanced in the façade.
Door Style	Usually only single door in front of houses, size, the amount of detail, and style varies. Usually wood panel with ½ glass.
Door Material	Wood is traditional
Color Scheme	Brick and stone are natural colors. Wood clapboard and trims were painted. Original St. John's colors were predominantly dark with limited palette of gray, green, red, brown and buff. Black and white were used for trims and details.
SITE & MISCELLANEOUS	
Landscape & Site Work	Main locations are the institutional core and backyards in residential areas.
Trees & Shrubs	Where they exist they are usually impressive, however there is a lot of over crowding of maple trees in back yards.
Fences and Rails	Where they exist, they are important parts of building and streetscapes. Wrought iron is most common.
Retaining Walls	Where they exist, they are important parts of building and streetscapes. Stone is the most common original material.

2.4.2 *Permitted Change for the Heritage Areas*

This table outlines as a guide the changes that are permitted in the three heritage areas. They are defined in terms of the components of building character.

Table 2.4.2 Permitted Change

Component	Heritage Area 1 Essentially no change	Heritage Area 2 Minimum change	Heritage Area 3 Some change	Comments
SCALE/FORM				
Building Size				
Height	No change	Within 1/2 storey of average of neighbors.	Within 1/2 storey of average of neighbors.	Maximum three storeys residential, four storeys commercial.
Proportion	No change	No change except as covered by above	No change except as covered by above	
Ground Floor Area	No change	Addition at back.	Addition at back.	
Total Area	No change	No bigger than larger of immediate neighbors.	No bigger than larger of neighbors + 25%.	
Building Form				
Footprint Shape	Only as required by Life Safety or Accessibility for commercial buildings, consideration for functional changes to make reuse economically viable	Addition at back	Addition at back	
Vertical Shape		No change	Addition at back.	
Other				
Projections				
Bays for windows	No change	Add bays if in context of neighbors.	Add bays if in context of neighbors.	
Canopies	Fabric canopies subject to specific design approval.	Fabric or fixed canopies subject to specific design approval.	Fabric or fixed canopies subject to specific design approval.	
Balconies / Decks	No change	Possible at side/back not at front.	Possible, all sides.	No unfinished pressure treated lumber
Roof Decks	Not permitted	Not permitted	Not permitted	Possible exception is deck on low roof in Area 2 or 3.

Component	Heritage Area 1 Essentially no change	Heritage Area 2 Minimum change	Heritage Area 3 Some change	Comments
STYLE/MATERIAL				
Roof Form				
Typical Shapes	No change	No change or rebuild in context with neighbors.	No change or rebuild in context with neighbors.	
Material	More practical material i.e., asphalt shingles, metal vs. copper.	More practical material i.e., asphalt shingles, metal vs. copper.	More practical material i.e., asphalt shingles, metal vs. copper.	
Wall Texture				
Siding Style	No change	No change	No change	
Siding Material	No change	Deep Color vinyl, 4" Clapboard only. Wood trims required.	Deep Color vinyl, 4" Clapboard only.	Specific styles and colors to be approved.
Trim Style	No change	No change	No change	
Trim Material	No change	No change	Wide vinyl trim.	Specific styles and colors to be approved.
Details	No change	No change, but more durable material	No change or possible reduction.	
Railings	As required by code, use original style	As required by code, use similar style.	As required by code, use similar style.	
Foundation	As required by structure, use original material.	As required by structure.	As required by structure.	
Store Front	More durable materials if they look like original. Signage as per sign law.	More durable materials if they look like original. Signage as per sign law.	More durable materials if they look like original. Signage as per sign law.	Storefront changes require specific drawings and details.
Openings				
Window Style	No change	No change	No change	
Window Material	More durable i.e., painted aluminum, but not vinyl.	More durable i.e., painted aluminum or vinyl inserts	More durable i.e., painted aluminum or vinyl windows.	
Window Pattern	No change	None on front, possible additional windows on back for view and lighting.	None on front, possible additional windows on back for view and lighting.	
Door Style	No change	No change	No change	
Door Material	More durable material.	More durable material.	More durable material.	

Component	Heritage Area 1 Essentially no change	Heritage Area 2 Minimum change	Heritage Area 3 Some change	Comments
Color Scheme				
Colors	Original or historic St. John's palette.	Heritage palette	Heritage palette	
SITE & MISCELLANEOUS				
Front Set Back	No change	In line with at least one neighbor, front veranda and steps in context.	In line with at least one neighbor, front veranda and steps in context.	No single car garages, or under building bays except for three or more houses in a row.
Side Yards	No change	No change	As per zoning.	
Back Yards	No change	As per zoning	As per zoning	
Trees & Shrubs	Thinning and trimming.	Thinning and trimming.	Thinning and trimming.	
Fences and Rails	As required by code, original style	As required by code, similar style.	As required by code, similar style.	
Walls	Necessary repair, original materials.	Necessary repair, appropriate material	Necessary repair, appropriate material	

New Buildings, Major Renovations to Out of Character Buildings

Heritage Area 1

- Option 1 – replicate scale/form, style/material as defined above.
- Option 2 – for alternative proposals, a comprehensive architectural design package showing relationships to the concept of "conforming" with the original.

For Heritage Area 2 & 3

- Option 1 – conform to scale/form, style/material as defined above.
- Option 2 – for alternative proposals, a comprehensive architectural design package showing relationships to the concept of "respecting or reflecting" with the original.

Notes

- For commercial buildings consideration can be given to functional changes that help make reuse economically viable.
- Changes as required for Life Safety or Accessibility are permitted. Design must be sensitive to scale, form, style and materials.
- All changes must conform to applicable codes and regulations in effect in St. John's.

2.4.3 *Proposed Evaluation Structure and Process*

If the proposed changes to the heritage areas and regulations are to be effective, changes to the process will be required. There will also need to be a public information component, a revised application process, and a streamlined review process.

Pubic Information

This phase has three components:

- General information, the objectives of heritage conservation, proposed new boundaries, requirements for each area, and the process to follow.
- Information kit, including "how to" booklet, boundaries and regulations, and application requirements. These would be available to people contemplating renovation or new construction in the heritage areas, or in surrounding areas.
  Specific information includes:
  Heritage Areas
  - Area boundaries are clearly defined.
  - The characteristics and objectives for each area are clearly stated.
  - The degree of permitted change in general terms and the review process is articulated.
  - Terminology and Concepts
    - Words and concepts are clearly defined including graphics where appropriate.
    - Resource materials including good and bad examples are included.
  - Permitted change in each zone.
    - Defines specific changes that are permitted.
    - Other changes require a more elaborate design and review process.
- Design and information seminars for home and business owners.

Application Process

The application process should be based on the City's standard application form, with supplementary information required for heritage areas. This would on one hand alert the applicant to the various issues and requirements and on the other provide City staff with the appropriate information. Front line staff should be familiar with the issues. There should be a designated Heritage Officer in the Building Department.

A darker colour trim board in the middle and a more traditional storefront design would have improved the renovation.

Supplementary Information for Heritage Areas

Heritage Information

- Heritage area designation/listed heritage building.
- Type of original building style. (Pick from examples for closest fit, or other category).
- Proposed exterior renovations in terms of Table 2.4.2. Boxes prompt selections that conform to guidelines.

Drawings of Proposed Renovation

- Building Plans
- Front Elevation
- Sides and Back elevation
- Decks and other details.

Photographs

- Front of building.
- Sides and back if possible
- Buildings on each side.
- Streetscape if possible.

Review Process

The application form and support material is received by the Building Department. If possible front line staff should ensure that all information is provided, and that the applicant understands the options and implications. The application is forwarded to various departments as required for review of non-heritage building, planning and engineering issues. The application is forwarded to the Heritage Officer for review, site visit and request for additional information if required. The heritage review process is as follows:

- Heritage Area 1, 2 and 3
  Staff and Heritage Officer can:
  - Review and comment in terms of Table 2.4.2.
  - Approve if it conforms to guidelines, or reject with comment as to reasons why.
  - Request additional information and design drawings from proponent.
  - Refer to senior staff for guidance.
  - Refer to Heritage Advisory Committee where required.
- Special Areas
  Staff and Heritage Officer can:
  - Review for conformity with area design plan and specific design criteria.
  - Approve if it conforms to guidelines, or reject with comment as to reasons why.
  - Request additional information and design drawings from proponent.
  - Refer to senior staff for guidance.
  - Refer to Heritage Advisory Committee when required.
  - Upon adoption of this Report, major development applications should be deferred until Special Area design standards are prepared and adopted.

- Designated Heritage Buildings
  - Designated heritage buildings in any area of the city follow the same process as for buildings in heritage areas.
  - Designated heritage buildings are referred to the Heritage Advisory Committee.
- New or major renovations in heritage and special areas.
  - Heritage Officer review and comment in terms of Table 2.4.2.
  - This type of project is more likely to require input from Engineering and Planning than a renovation project and will require a professional design submission.
  - Project is more likely to required references to senior staff or the Heritage Advisory Committee.
- Role of the Heritage Advisory Committee
  - Review of heritage area design standards.
  - Periodic review of heritage area boundaries.
  - Review and recommend designation of heritage buildings.
  - Review of proposed renovation to designated heritage buildings or streetscapes.
  - Review of heritage area projects referred by Staff or Heritage Officer.
- Guidelines for referring projects to the Heritage Advisory Committee.
  - A major objective of this new process is to reduce the number of projects being referred to the Heritage Advisory Committee. However, the Committee remains as a valuable resource for sensitive or difficult submissions. A hierarchy of probable submissions includes; listed heritage buildings, new buildings or major renovations in Heritage Areas 1 and 2.

2.5 Next Steps

Additional work that is beyond the scope of this study will be required. In order to implement the recommendations, the following including review by the Heritage Advisory Committee is required:

- Repeal the St. John's Heritage Area By-Law, 1977, as its provisions are now included in the St. John's Municipal Plan and the St. John's Development Regulations.
- Amend various plans, regulations and by-laws.
- Appoint and train the Heritage Officer.
- Prepare supplementary form for heritage information.
- Implement public information program.
- Prepare design standards for proposed Special Areas.
- Prepare information kits and visual resource materials.

Good heritage guidelines for redevelopment of all sites will benefit everyone.

- Prepare specific criteria such as actual vinyl profiles that can be approved.

3.0 HERITAGE BUILDINGS

3.1 Overview of Lists & Process

This section of the study is the result of the review and updating of lists previously compiled by the Federal Government, the Provincial Government and the City of St. John's. The intent is to bring the City of St. John's on stream with the properties within the city that have already been recognized as significant by the Federal and/or Provincial Governments. As well, it is the intent of this study to create a core list of buildings that are architecturally and historically significant within the city, and finally to create a list that identifies significant streetscapes.

East End Panorama

3.2 Criteria for Designation

At present, the city uses a complicated method for evaluating heritage structures. As well, when the city designates a property, the designation typically covers only the exterior of the structure. Landscaping and features such as fences and gates have been excluded even though the Development Regulations allow such elements to be designated. To make the evaluation process simpler and to include these elements, we are proposing the City adopt the format used by the Heritage Foundation of Newfoundland and Labrador. This would mean that the city and the province would have identical evaluation systems. The Heritage Foundation adopted this particular evaluation process after in-depth research into what the other provinces in Canada were using. It evaluated the structure in four categories – Architecture, History, Integrity, and Environment.

Architecture

The architectural significance of any structure is a product of its stylish features, its manner of construction, its materials as well as its age, architect/builder and details. Rarity alone is not sufficient to merit significance - the building must fit into the broader patterns of our history.

- **Style** – is the building a recognizable example of a particular architectural style?
  - MS - the most significant surviving example or among the most significant if few survive

- VS - among the most significant if many survive
- S - a good representative example
- NS - not significant

- **Construction/Materials** – is the building constructed using a once-typical technique (e.g. Full-studded) or an uncommonly used material (eg. Stone)? Does it display particular regional or occupational materials or practices?
  - MS - the most significant surviving example or among the most significant if few survive
  - VS - among the most significant if many survive
  - S - a good representative example
  - NS - not significant

- **Age** – is the building the oldest of its type, style or region?
  - MS - built before 1832
  - VS - built before 1892
  - S - built before 1918
  - NS - built after 1918

- **Architect/Builder** - was the architect or builder or both of regional, national or international consequences and how does this building fit into the range of his or her work?
  - MS - among the most significant in Newfoundland or internationally significant
  - VS - very significant in Newfoundland context
  - S - significant regionally
  - NS- not significant

- **Exterior Details** - are there aspects of the exterior treatment of the building that give it a particular merit beyond the representativeness of the style, e.g. treatment of elements, wood, stone work, decorative ironwork?
  - MS - the most significant surviving example or among the most significant if few survive
  - VS - among the most significant if many survive
  - S - a good representative example
  - NS - not significant

History

A building will have importance if it has been associated with a significant figure, event or theme in our historical development. However, it is critical that the level of connection between this building and the person, event, or theme be assessed in determining historical significance. If, for example, the building under construction had been William Coaker's Office –but only temporarily and not during an important period – then it would have less significance than one from which he conducted most of his public work.

- **Person** – what was the importance of this person to our political, economic, social or cultural development and what was the place of this building in his/her life?

- MS - among the most significant figures in our history and the building is the one most closely associated with him/her
- VS - among the most significant figures, but the associational value of the building is limited, or very significant figure and closely associated building
- S - a significant figure and a closely associated building
- NS - not significant

- **Event** – what was the importance of this event to our political, economic, social or cultural development and what was the place of this building in the event?
  - MS – among the most significant events in our history and the building is the one most closely associated with it
  - VS - among the most significant events, but the associational value of the building is limited, or, very significant event and closely associated building
  - S - a significant event and a closely associated building
  - NS - not significant

- **Theme** –what was the importance of this theme (e.g. the seal fishery) to our political economic, social or cultural development and how does this building represent the theme?
  - MS – among the most significant themes in our history and the building is the one most closely associated with theme?
  - VS - among the most significant themes, but the associational value of the building is limited, or, very significant theme and closely associated building
  - S - a significant theme and a closely associated building
  - NS - not significant

Integrity

Because the preservation of our heritage is so important, one of the critical factors in the assessment of a structure is the originality of the fabric. If a great deal of the building has been altered or the condition is so poor as to require reconstruction we end up with a replica, not a real heritage building.

- **Condition** – is the structure viable or is it in such a condition that preservation is not possible and it can only survive by virtue of wholesale replacement of the historic fabric?
  - E - in excellent condition; historic fabric survives essentially intact.
  - VG - in very good condition; historic fabric survives without extensive replacement
  - G - in good condition; some historic fabric survives
  - P - in poor condition; little historic fabric survives

- **Alteration** – has the structure been altered beyond recognition or are the alterations part of the historic or architectural character of the structure?
  - E - essentially unaltered or alterations are an essential component of the structure's value
  - VG - alterations made (e.g. wing added, windows changed) but within the historical period and do not detract from the overall impression of the structure
  - G - alteration made are most recent, but minor and in keeping with the spirit of the structure
  - P - alterations extensive and destroy the character of the structure

- **Site** – is the building on its original site or was it moved within or before its period of importance and how good is the historical integrity of the site?
  - E - original site with associated structures
  - VG - original site with few associated structures
  - G - moved within historical period
  - P - moved after historical period

Environment

Buildings seldom stand alone in the Newfoundland context; they are generally contributors to a community or a neighborhood and are valued for the level of that contribution. Important in this consideration are such matters as the quality of the landscape – whether natural or built – and of such items as fences and gates.

- **Continuity** – what is the relationship of this building and its site to the historic landscape; is there a sense of continuity with the past?
  - E - clearly a part of and a major contributor to the historic landscape
  - VG - important component of the historic landscape
  - G - fits with the landscape
  - P - does not fit with the existing landscape

- **Setting** – what is the quality of the landscape/townscape in which the structure is set; has it particular aesthetic or natural features?
  - E - very striking setting in terms of relationship between building, land forms and vegetation
  - VG - very good setting
  - G - good setting
  - P - poor or essentially unremarkable setting

- **Landmark** – has the structure a particular place in the minds of the community or does it physically dominate the scene?
  - E - seen as the community's symbol
  - VG - a conspicuous structure
  - G - a well-known structure
  - P - no landmark qualities

North Panorama

3.3 Existing Designations

Table 1 located in the Appendix indicates all of the properties within the City of St. John's that are designated by the Provincial, Federal and Municipal Governments.

3.4 Recommended Changes to St. John's List

It is our recommendation that the City of St. John's recognize all properties presently designated by the Provincial and Federal Governments for their architectural and historical significance to the City of St. John's by giving them Municipal Heritage Designation. The complete lists of properties are indicated in Table 2 of the Appendix.

3.5 Priority Buildings Protection

A list of buildings considered as priority buildings that require protection was created. These structures were evaluated based upon their age, architecture, and historic association using criteria set out in "The Architectural Heritage of St. John's An Evaluative Inventory" and should be added to the City of St. John's list of Heritage Buildings. These Priority Buildings are listed in Table 3 of the Appendix.

3.5 Streetscapes Requiring Protection

The streetscapes listed below are of particular value because a large number of the structures are heritage buildings and as a group represent an attractive architectural block. The city must ensure that the architectural unity represented by these streetscapes survives. These properties do not require individual heritage designation but are protected by the regulations for the Heritage Area that they are located in.

#	Name/Building Type	Address	Date and Heritage Area
1	Streetscape – 5 houses	7, 9, 11, 13, 15 Atlantic Avenue	Second Empire Area 3
2	Streetscape – 9 houses	96, 98, 100, 102,104,106, 108,110,112 Circular Road	Second Empire (96,98), Bracketed (100-112) Area 2
3	Streetscape – 8 houses	17, 19, 21,23,25,27, 29, 31 Gower Street	Second Empire (17-23), Vernacular Classic. (25-31) Area 1
4	Streetscape – 4 houses/2 pairs	123, 125, 127, 129 Hamilton Avenue	Second Empire Area 1
5	Streetscape – 5 houses	7, 9, 11, 13,15 Livingston Street	Second Empire (7) and Queen Anne (9-15) Area 3
6	Streetscape – 8 houses	9,11,12,13,15,17,19,21 Maxse Street	Second Empire Area 2
7	Streetscape – 9 houses	9,11,13,15,17,19,21,23,25 Military Road	Second Empire and Queen Anne (25) Area 1
8	Streetscape – 3 houses	13,15,17 Monkstown Road	Vernac. Class. Area 1
9	Streetscape – 3 houses	23,25,27 Monkstown Road	Vernac. Class. Area 2
10	Streetscape – 3 houses	31,33,35 Monkstown Road	Vernac. Class. Area 2
11	Streetscape – 3 houses	51,53,57 Patrick Street	Vernac. Class. Area 2
12	Streetscape – 2 houses	92,94 Patrick Street	Queen Anne Area 2
13	Streetscape – 8 houses	162,164,166,168,170,172,174,176 Patrick Street	Second Empire (162-168) and Victorian (170-176) Area 2
14	Streetscape – 8 houses	40,42,44,46,48,50,52,54 Rennies Mill Road	Second Empire (40,44-54) and Queen Anne (42) Area 1
15	Streetscape – commercial	576-602 Water Street	Area 2

This group of stores on Water Street west is the last of a once familiar building type in the Downtown.

3.6 Master List of Heritage Structures for the City of St. John's

The Master List is made up of all properties presently designated by the Provincial, Federal or Municipal Governments and all priority buildings requiring protection. Properties that presently hold a Municipal designation are indicated.

#	Name/Building Type	Address	Currently Designated
1	House	8-10 Barnes Road	X
2	Mallard Cottage	2 Barrow's Road, Quidi Vidi	X
3	Murray Premises	5 Beck's Cove (Harbour Dr./ Water St.)	X
4	House	64 Berteau Avenue	
5	St. Joseph's Chapel	Blackhead	X
6	Cape Spear Lighthouse	Blackhead Road	
7	St. Bonaventure's College	Bonaventure Avenue	
8	The Observatory (house)	1 Bonaventure Avenue	X
9	Fort Townshend	Bonaventure Avenue	
10	St. Michael's Convent	Bonaventure Avenue –Belvedere	X
11	Belvedere Orphanage	Bonaventure Avenue -Belvedere	X
12	Bishop Field College	44 Bond Street	X
13	Cathedral Clergy House	9 Cathedral Street	X
14	Masonic Temple	Cathedral Street	X
15	Fort William	Cavendish Square at Duckworth Street	
16	Anglican Cathedral of St. John the Baptist	22 Church Hill	X
17	Cathedral Rectory	23 Church Hill	X
18	House	2 Circular Road	
19	House	24 Circular Road	X
20	Bartra	28 Circular Road	X
21	Houses	34-36 Circular Road	X
22	Bannerman House	54 Circular Road	X
23	House	56 Circular Road	
24	House	58 Circular Road	
25	House	60 Circular Road	
26	House	70 Circular Road	
27	Canada House	74 Circular Road	X
28	Cochrane Street United Church	Cochrane Street	X
29	Former House	28 Cochrane Street	
30	House	82 Cochrane Street	
31	Emmanuel House	83 Cochrane Street	X
32	St. Patrick's Convent	Convent Square	X

33	House	12 Deanery Avenue	
34	Devon Row (houses)	Duckworth Street	X
35	Newfoundland Museum	Duckworth Street	X
36	Devon House	59 Duckworth Street	
37	Tobin Building (former Hutton's Music Store)	212 Duckworth Street	X
38	Aylward, Chislett and Whitten (Law offices)	261 Duckworth Street	X
39	Compu College (former Evening Telegram Building)	275 Duckworth Street	X
40	Bank of British North America (Anna Templeton Centre)	278 Duckworth Street	X
41	Court of Appeal	287 Duckworth Street	
42	Law Offices	329. 330. 335 Duckworth St.	
43	House (William Howe Greene)	333 Duckworth Street	X
44	Mary Jane's Building	377 Duckworth Street	
45	Merlin's Nightclub (former Majestic Theatre)	390 Duckworth Street	X
46	Devon Place	3 Forest Road	
47	House	50 Forest Road	
48	Old General Hospital (1851Military Hospital and 1897 Queen Victoria Ward)	100 Forest Road	X
49	Howard House	7 Garrison Hill	
50	George Street United Church	George Street West	X
51	Gower Street United Church	Gower Street	
52	House	160 Gower Street	
53	Angel House	146 Hamilton Avenue	
54	CEI Club (former United Church Children's Home)	181 Hamilton Avenue	X
55	Star of the Sea Hall	27 Henry Street	X
56	House	6 Howley Avenue	X
57	The Stone House (Restaurant)	8 Kenna's Hill	X
58	Retreat Cottage (House)	14 Kenna's Hill	X
59	King's Bridge Hotel	2 King's Bridge Road	
60	Sutherland Place (Houses)	10-20 King's Bridge Road	X
61	Commissariat House & Garden	13 King's Bridge Road	
62	Patten House	25 Kings Bridge Road	
63	House	33 King's Bridge Road	X
64	House	35 King's Bridge Road	X
65	Kinkora House	36 King's Bridge Road	X
66	House	63 Lemarchant Road	
67	St. Clare's Residence	160 Lemarchant Road	

68	House	23 Leslie Street	
69	St. Andrew's Presbyterian Church (the Kirk)	Long's Hill	X
70	House	9 Maxse Street	
71	Mount St. Francis Monastery	4 Merrymeeting Road	X
72	St. Thomas's Church	8 Military Road	
73	Prescott Inn	21 Military Road	X
74	Government House	60 Military Road	
75	House	112 Military Road	X
76	House	144 Military Road	
77	Our Lady of Mercy Convent and Chapel	170-172 Military Road	
78	Basilica of St. John the Baptist	200 Military Road	
79	House	7 Monkstown Road	X
80	House	26 Monkstown Road	
81	House	28 Monkstown Road	
82	Harris Cottage	43 Monkstown Road	
83	Monkstown Manor	51 Monkstown Road	X
84	Squires Barn & Carriage House	Mount Scio Road (within Botanical Gardens)	
85	Houses	30-32 New Cove Road	
86	House	108 New Cove Road	
87	Bryn Maur	154 New Cove Road	
88	McCourbey Manor	6-8 Ordinance Street	X
89	Thimble Cottage	150 Oxen Pond Road	
90	House	3 Park Place (Rennies Mill Road)	
91	House	4 Park Place (Rennies Mill Road)	X
92	Houses	2 & 5 Park Place	
93	St. Patrick's R.C. Church	Patrick Street	X
94	Wesley United Church	Patrick Street	X
95	The Deanery (House)	6-8 Patrick Street	X
96	House	57 Patrick Street	
97	House	60 Patrick Street	
98	House	21 Pine Bud Avenue	
99	Martin McNamara House	15 Plank Road	X
100	Houses	86-88 Pleasant Street	
101	House	15 Portugal Cove Road	X
102	House	39 Portugal Cove Road	
103	Dunluce	139 Portugal Cove Road	
104	The Anderson House	42 Power's Court	
105	Houses	74-78 Prescott Street	X
106	Cornerstone Theatre	16 Queen Street (at George Street)	X

107	House	30 Queen's Road	X
108	House	32 Queen's Road	
109	House	34 Queen's Road	
110	Chapel Hill Apartments	39 Queen's Road	X
111	Benevolent Irish Society and O'Donel Hall	48 Queen's Road	X
112	Cathedral Parish Hall	68 Queen's Road	X
113	House (former Christchurch)	86 Quidi Vidi Village Road	X
114	"The House" (William F. Butler, Architect)	Rennies Mill Road and Monkstown Road	
115	Kelvin House	49 Rennie's Mill Road	
116	House	55 Rennies Mill Road	
117	House	63 Rennies Mill Road	
118	House	65 Rennies Mill Road	
119	House	69 Rennies Mill Road	
120	House	71 Rennies Mill Road	
121	House	77 Rennies Mill Road	
122	Winterholme	79 Rennie's Mill Road	X
123	House	8 Riverview Avenue	
124	Richmond Hill House	2 Shaw Street	
125	St. Joseph's Convent	Signal Hill Road	
126	Cabot Tower	Signal Hill Rd. (National Historic Site)	
127	Fort Amherst	Southside Road	
128	House	225 Southside Road	
129	House	313/315 Southside Road	
130	The New House	335-337 Southside Road	
131	Houses	353/355 Southside Road	
132	Newman Bldg. & Wine Vaults	1 Springdale Street	X
133	House	66 St. Clare Avenue	
134	The Four Sisters (Houses)	31-37 Temperance Street	X
135	House	14 Topsail Road	
136	Leaside Manor	39 Topsail Road	X
137	House	8 Upper Battery Road	X
138	LSPU Hall	3 Victoria Street	X
139	House	27 Victoria Street	X
140	King George V Institute	93 Water Street	X
141	Javelin House	95 Water Street	X
142	Crow's Nest	90 Water Street	
143	S.O. Steele Building	100 Water Street	X
144	Delgado Building	169 Water Street	X
145	The London Building	177 Water Street	X

146	St. John's Court House	194 Water Street (293 Duckworth Street)	X
147	National Bank; David Artiss Art Gallery; Calio's; Commercial Chambers; Nautical Nellie's; Taj Mahal Restaurant	187-203 Water Street	X
148	Commercial Chambers	197-199 Water Street	X
149	HSBC Bank (former Bank of Commerce Building)	205 Water Street	X
150	Royal Bank Building	226 Water Street	X
151	Yellowbelly Corner	288-300 Water Street	X
152	O'Dwyer Block	291-309 Water Street	X
153	Thompson Building	303-305 Water Street	
154	Aqua Restaurant	310 Water Street	
155	Woods Candy Store	348-350 Water Street	
156	Byrne Building	362-366 Water Street	X
157	Apothecary Hall	488 Water Street	
158	Former Newfoundland Railway Station	495 Water Street	X
159	Rosemill Antiques	562-564 Water Street	
160	Wiseman Centre	708 Water Street	
161	Horwood House	718 Water Street	
162	Compton House	26 Waterford Bridge Road	X
163	Waterford Manor	183-185 Waterford Bridge Road	X
164	House	25 Winter Avenue	

4.1 Overview

The dramatic scenery and attractive views in and of historic St. John's and the surrounding region are significant in establishing the city's unique character and help make it an attractive place in which to live, work and to visit. It is anticipated that the positive economic climate in the city will continue to be buoyed by the vibrant tourism, oil and other emerging industries. These industries will place development pressures on the Downtown for offices and other large buildings. These can potentially jeopardize the views we have come to appreciate.

The views and the memorable visual character of St. John's have resulted from the steep hillside, sloping down to the Harbour, and the fact that even now most commercial buildings are a maximum of four storeys high and houses three storeys. The hillside has defied the imposition of a planning grid, allowing views between buildings. The uniformity of height has preserved views over buildings below.

A threat comes from the construction of buildings taller than four storeys, especially along the waterfront. A ten storey building on Water Street has much more visual impact than it would in a typical urban area. It blocks views that would not exist in a flat area and it interferes with the attractive views of buildings stepping up the hill.

Fortunately, the dozen or so high buildings in the Downtown of St. John's have been built in clusters. While they have interfered with views of and from the Downtown, there are still spaces between them. We still have views to protect and there is not a complete visual wall along the Waterfront. This applies not only to the more formal view planes that are identified in this section, but equally to the countless panoramas and the glimpses from houses offices and public spaces.

The Downtown St. John's Strategy for Economic Development and Heritage Preservation recognizes the importance of protecting views as well as the need for more Class A and B office space. It strongly encourages renovation, new infill construction up to four storeys in height, and site planning that preserves views between buildings. It also suggests that it may be acceptable, subject to specific view plane analysis to build higher than four storeys on some sites.

Until now the visual resources of the city have been informally managed through the planning and zoning process. In the Downtown, heritage designations and specific zone requirements, limit building height to four storeys for all except two sites. Larger managed districts such as Signal Hill, the South Side Hills, and Pippy Park have controlled land use and thus preserved many important views.

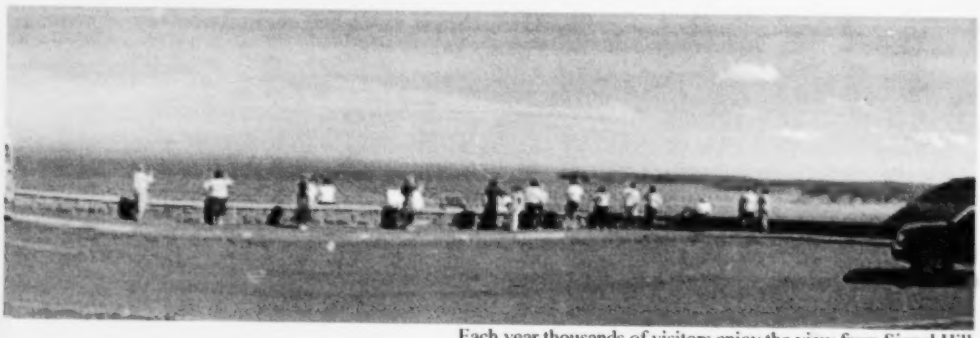
Although views have been informally managed, the overall quality of the community, scenic vistas and viewing opportunities can be compromised during rapid and unplanned change. A more formal identification and protection of our visual resources will provide substantial benefits such as higher property values and increased tourism revenue. Preserving the scenic vistas and views of St. John's will help the city preserve its unique charm, build civic pride and attract positive growth. (Canning Pitt et al. 2001, Downtown St. John's Strategy for Economic Development and Heritage Preservation).

4.2 What Makes A View

By their nature, the quality of views is a subjective topic and consensus amongst all residents is unlikely. However, three key elements are necessary: A view must be of something, it must be from some place, and someone must perceive it.

Subjects of view protection. Judgments made for view protection studies are informed by several sources. They combine the opinions of the consultants (who have been trained in visual perception) and are verified by knowledgeable stakeholders and the public. In St. John's a variety of view subjects are identified including heritage structures, districts, and natural features.

Defining viewpoints. The vantage point or location from where one takes advantage of a view is commonly called the viewpoint. There are myriads of viewpoints throughout the City of St. John's. Because we can have views from almost any location, we need to identify those that present the key viewing opportunities such as viewpoints from public parks, streets, walks and other public spaces. A viewpoint can also be dynamic such as a view experienced from a moving vehicle. Important approach routes to the city are considered.



Each year thousands of visitors enjoy the view from Signal Hill

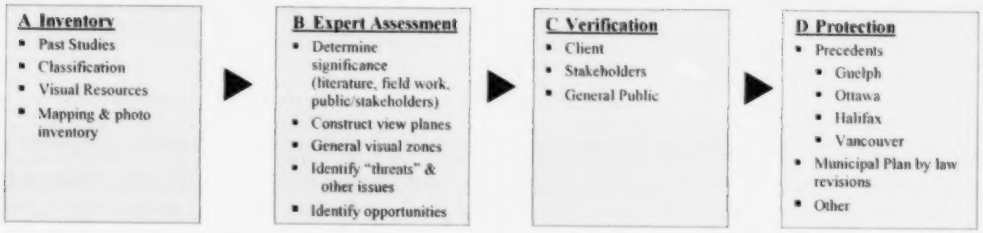
Who is looking? In order to be considered as important or needing protection, a view needs to be experienced by individuals. Residents of St. John's as well as tourists must be considered in the process. Generally the views must be readily accessible and frequently used.

4.3 Approach

In the Request for Proposals (April 8, 2002), "Review of the St. John's Heritage Area and Public Views", the consultant was asked:

- To identify and rank significant public views and scenic corridors, and
- Recommend how best to protect them for public enjoyment.

The consulting team developed the following process for undertaking the work. The objectives of the visual component were to inventory, assess, verify and make recommendations for the protection of St. John's visual resources.



Study Method Diagram

This part of the study makes the following assumptions and observations:

- Past studies have demonstrated the importance of St. John's visual resources and have identified many of the key issues and views,
- The Heritage Area designation and protection process will work hand-in-hand with the visual assessment in identifying and protecting the significant resources of St. John's. The following sections detail the approach within each step.

4.4 Inventory

The inventory phase examined past studies, and included field observations and photography.

Past Studies

A number of studies dating back to 1970s have concluded that the visual component of St. John's heritage context is a significant element and must be considered. *A New Life for Old St. John's*, presented by the St. John's Heritage Foundation, proposed the following Visual Principles:

"There must be a strong visual impression (that lasts) of Old St. John's; heritage conservation legislation and philosophy must apply; historical significance must feature prominently; Provincial Capital status (significance) should be considered; harbour and scenery must become an important, integral part; naval, nautical and fishing elements should be considered; and the total effect must be of appeal to out-of-area visitors and tourists".

St. John's Urban Region Regional Plan (1976, 1995 unofficial consolidation) identifies Scenic Roads with viewpoints, pull offs, and visual protection.

The City of St. John's "Heritage By-Law" of 1977 established "Heritage Areas" and the Heritage Advisory Committee. Responsibilities of the By-Law and the Advisory Committee include

protecting the visual integrity of these areas as part of heritage conservation. The Municipal Plan has further expressed the objective of "the development of an attractive urban environment that will emphasize the importance of the City's heritage and preserve the existing amenities and views of the Harbour and Southside Hills from streets and open spaces". Policies include to "consider the special physical character of the City as a whole, the special requirements of areas and building designated as important in the preservation of this character, and the protection of open spaces and existing view lines along streets and open spaces" and recommends adopting regulations "to protect existing and potential views from streets and open spaces". The Plan sets out the objective of "preserving and enhancing: 1) landmarks, heritage buildings, historic landscapes, natural features and recreational facilities; 2) views of Signal Hill and Quidi Vidi Lake; and 3) residential neighborhoods". As well, the Plan establishes the concept of "Scenic Corridors" (rights-of-ways which provide scenic views of the City and/or access buildings or sites of public interest may be selected for special development schemes to enhance their appearance and promote their use for tourist travel). The technique of using "view planes" to protect scenic views was accepted by Council in 1997, as applied to the Merchant Marine Monument and the view to the Narrows.

Towards an Open Space and Recreation Master Plan, 1992; recommends designating "conspicuous hilltops and rides which are aesthetically pleasing and scenic high grounds in the coastal areas which are generally unsuitable for urban development". The Open Space and Recreation master Plan Policy Document, 1992; included useful inventory material related to viewpoints and the protection of "scenic corridors" and other aesthetic open space values.

A number of urban design studies were conducted over the years that inventory issues of heritage, character and aesthetic qualities of St. John's (St. John's Heritage Area Development Study", 1981; St. John's Retail Core Area Design Study, 1986; Duckworth West Cathedral/Market Square Design Study, 1992; A City of Towns, 1995). These studies provided excellent source material for developing an inventory of key visual resources and viewing areas. The recent report series, Downtown St. John's Strategy for Economic Development and Heritage Preservation, 2000; advises that the heritage feel of the area and available views of the Harbour and the Downtown are factors driving new market trends for real estate development. The public consultation conducted as part of this study concluded that the views (to the Harbour, South Side Hills, etc.) were important and there was concern expressed about preserving the views and the general heritage character. In the June 7, 2001 report in the series, Appendix, "View Line Analysis and Creation of New Office Space" provides useful information and an application of view planes.

In summary, this review provided a basis for the methodology and a source for the inventory of significant landmarks and views.

Inventory Classification System & Field Work

The next step was to establish a classification system and compile a list of visual resources and viewpoints to test in the field.

The classification system addressed:

- The subject or what was to be viewed (visual resources) and
- The key viewpoints or opportunities for viewing significant resources.

The visual resources and viewpoint tables as developed are in Appendix

A. Visual Resources

The visual resources were to include heritage structures and districts, as well as natural features and areas. Two lists were developed, one for primary visual resources that were deemed to be most significant (based upon research, expert judgment and public input) and secondary resources. The classes included 1) landmark, 2) districts, and 3) routes.

Landmark visual resources are those key elements, which contribute significantly to the image and character of the City, for example, the Basilica and the Narrows. Districts are those visual resources, which have defined boundaries and are visually cohesive such as the Battery and Quidi Vidi Village. Routes as visual resources include important scenic resources, such as Military Road and Gower Street. In total, twenty-one visual resources have been classified and ranked.

B. Viewpoints

There are innumerable vantage points in the City of St. John's from which to see the visual resources -- the steep topography surrounding the Harbour has created a natural amphitheatre. The selection of viewpoints from which the views are important and of interest to protect or enhance is based on the quality of the available view as well as accessibility of the location.

Many of the important viewpoints have been recognized in previous studies and have been incorporated in the initial draft of this study. For example, the Downtown St. John's Strategy for Economic Development and Heritage Preservation, 2001, and the Recreation and the Open space Master Plan Policy Document, 1992. The list of viewpoints has also been identified in terms of primary and secondary in significance. They were classified according to geographic location and view content.

Generally, only publicly accessible viewpoints and views are considered in the protection of views. However, several significant viewpoints within the study area are used by the public but are privately owned and as such require special attention when considered for development. Forty-four viewpoints have been identified and categorized as primary or secondary.

Viewpoints and Visual Resources Inventory Process

Once the lists of visual resources and viewpoints where compiled from various known sources, additional field work was conducted to identify any potential gaps in information and to test all previous assumptions about the quality of views and viewpoints. Over several days, all the identified views and viewpoints where photographed and assessed in terms of quality, accessibility, and the potential threat to the view.

A. Mapping

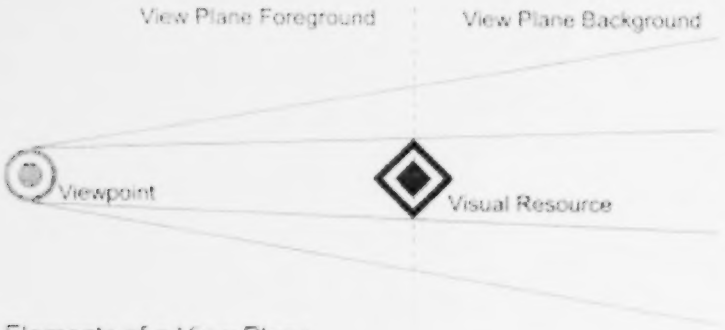
An inventory mapping system was used employing MapInfo, Geographic Information System (GIS) computer software. For clarity, several maps where developed providing an overview of the viewing points and resources throughout the city. As the key visual resources and viewpoints are located in the city's core, another series of maps focuses on the Downtown area.

The Visual Resource Inventory is illustrated in Map 5: Visual Resources are catalogued in Appendix: Visual Resource Table. The View Point Inventory is graphically shown in Map 6: Viewpoints and catalogued in Appendix: Viewpoints Table.

4.5 Expert Assessment

View Planes

Eight primary, and three special area view planes were constructed for assessment in the study area. Because of the city's dramatic topography and the clustering of primary visual resources, there is considerable overlap amongst the view planes. The view plane method has been previously applied in St. John's and in other jurisdictions (Halifax and Guelph) to establish zones for potential protective by-laws. Generally, view planes indicate the area an individual can see from a viewpoint, which encompasses the subject, viewed (visual resource) its foreground, background and lateral areas.



Elements of a View Plane

Once the primary view planes were constructed the city's zoning was superimposed over each view plane to identify areas of potential conflict. Potential conflict areas would include those locations where a view plane overlaps with zoning that allows for building height that could compromise the integrity of the primary view.

As well as considering zoning's potential affect on the view planes, under used or vacant parcels of land in the Downtown area that are considered to have high development potential were also inventoried and assessed against the primary view plane construction. Map 7: Under Used / Vacant Sites a map of Downtown sites felt to have a high potential for future development.

Through this assessment, three categories of views from specific locations were identified:

- Primary Views - Non-Threatened Views
- Primary Views - Threatened Views
- Street-end Views

Primary Views - Non Threatened Views

Because of their geographic location, topography and existing zoning, four of the primary views are considered Non Threatened in the medium or long term by any foreseeable building or zoning activity. These are illustrated in Map 8: Non Threatened Views and listed below.

- P8 - Fort Waldegrave
- P9 - Signal Hill / Cabot Tower
- P10 - War Memorial
- P11 - Queens Battery

CITY OF ST. JOHN'

Review of the St. John Heritage Areas and Public Views

Consultants

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LEGEND

THREATENED PRIMARY VIEWS

Viewpoint

View

Visual Resource

Urban Viewshed

Main Traffic Route

LOCATION

Public Areas

Private Areas

VISUAL RESOURCES

MAP 1

THREATENED PRIMARY VIEWS

Primary Views - Threatened Views

Seven primary view planes have the potential to be affected by either existing zoning or Under Used / Vacant Sites. These primary viewpoints are further divided into public and private areas:

P1 - Basilica Steps / Basilica Arches - (Map 9A)

The view to the Narrows from the Basilica Gates has been modified by the "Dublin Row" residential development. The trees planted, as part of the development will eventually eliminate this view. There are four potential development sites, which fall within the view plane from this feature, which have been identified. These include:

- 6 Queen's Wharf
- 7 Harvey's Wharf
- 27 Vacant lot at the corner of Pilot's Hill and Duckworth Street
- 28 Vacant Lot Duckworth at Holloway Street

The elevation of these sites is much lower than the viewpoint and new development will not compromise the view. Current zoning regulations restrict building heights on Under Used / Vacant Sites 27 and 28 to four storeys, to a maximum of 15 metres, which limit potential impact. There may be more potential for an impact at sites, 6 and 7, which are currently, zoned industrial.

P2 - Confederation Building & P3 Merchant Mariners Monument - *(Map 9B & Map 9C)*

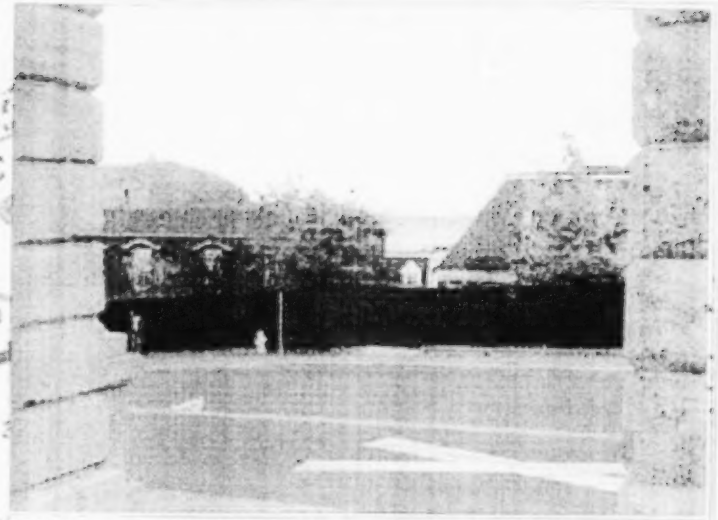
The view planes from both these sites overlap significantly and are a considerable distance from Signal Hill and the Narrows. Due to the distance from the main visual resource, and the panoramic overview of the rest of the city, development within the city would likely have little impact on these view planes. However, six Under Used / Vacant sites fall within these view planes and should be given additional consideration before development permits are issued. These include the following:

- 11 St. Joseph's School Complex
- 12 Vacant Lot / Cavell Avenue
- 13 Vacant Lot adjacent Miller Center / Signal Hill Road.
- 23 Matchless Paints Site
- 24 Temperance Street

P4 - The Rooms - *(Map 9D)*

The Rooms provides a number of new viewing opportunities. Its elevation and location in the city protect its panoramic views. However, three potential Under Used/ Vacant Sites may intrude into the view plane and limit sight lines to the Harbour the Narrows. These are:

- 22 Vacant lot on the eastern end of Harbour Drive
- 28 Vacant Lot Duckworth at Holloway Street
- 29 Parking Lot Prescott at Duckworth Street



Basilica

View modified by the 2012 and 2020 Bow Consultants' proposals that seek to preserve through the removal of the concrete Cabot Tower / Signal Hill interpretation on Duckworth and Queen's Road

CITY OF ST. JOHN'S

Review of the St. John's Heritage Areas and Public Views

PMB

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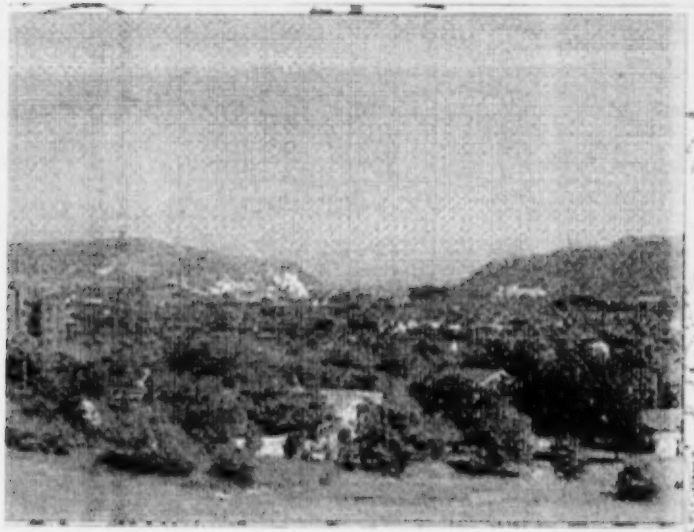
LEGEND

THREATENED PRIMARY VIEW

MAP 9A
THREATENED
PRIMARY VIEWS
BASILICA

Map 9B



nfederation Building
d panorama of City, including views to Signal Hill, the ocean through the narrows and a
tion of the Southside Hills. The foreground is protected within the Poppy Park Boundary.

CITY OF ST. JOHN'S

Review of the St. John's Heritage Areas and Public Views

Consultants

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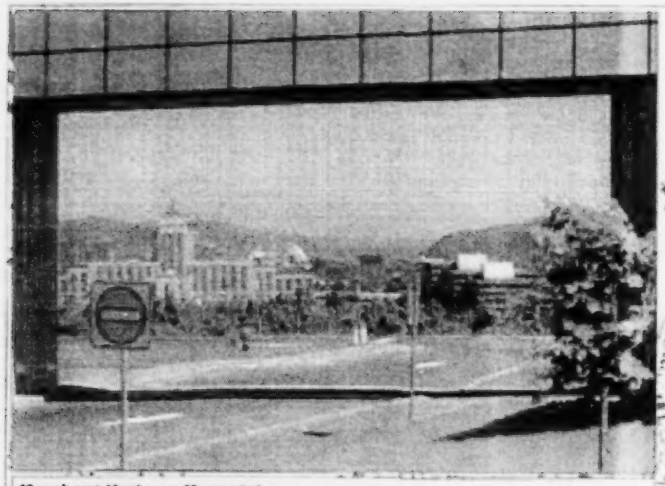
THREATENED PRIMARY VIEWS

MAP 8I
THREATENE
PRIMARY VIEW
CONFEDERATIC
BUILDIN

Map 9C



Merchant Mariners Memorial

View framed by the Marine Institute buildings and sky walk. Roadway signage in area detracts from view. The Confederation Building narrows the view of Signal Hill. The Confederation Building and Cabot Tower are significant provincially and nationally.

CITY OF ST. JOHN'S

Review of the St. John's Heritage Areas and Public Views

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LEGEND

THREATENED PRIMARY VIEWS

MAP 9C

THREATENED PRIMARY VIEWS

MERCHANT MARINER MONUMENT

Map 9D

The Rooms

CITY OF ST. JOHN'S

Review of the St. John's Heritage Areas and Public Views

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LEGEND

THREATENED PRIMARY VIEWS

MAP 9D :
THREATENED
PRIMARY VIEWS
THE ROOMS

Map 9E

CITY OF ST. JOHN'S

Review of the St. John's Heritage Areas and Public Views

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LEGEND

MAP 9E :
THREATENED
PRIMARY VIEWS
THE NARROWS

Map 9F

CITY OF ST. JOHN'S

Review of the St. John's Heritage Areas and Public Views

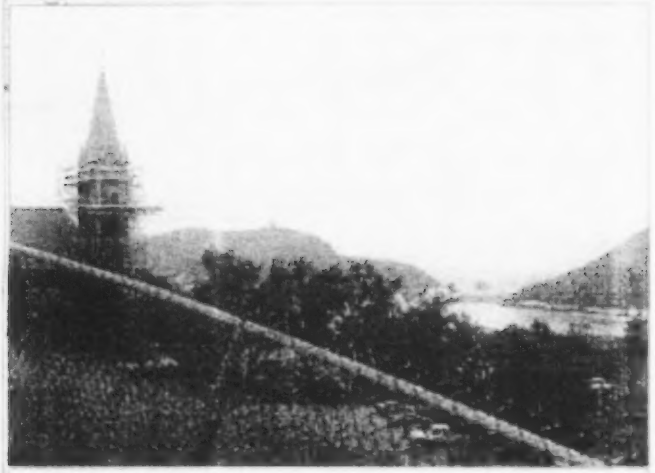
PHB GROUP

LEGEND

THREATENED PRIMARY VIEWS

R5

R6



Harvey Road / Long's Hill

View corridor to the east of the Harbour, Southside Hills, Narrows and Signal Hill / Cabot Tower. View beyond the "Rock" currently obstructed by chain link fence. Former location of Hubbard's School, currently privately owned and eligible for a building development of 4 storeys on Long's Hill which will restrict view from Harvey Road. This view has only recently been created by removal of the old school building.

MAP 9F | THREATENED PRIMARY VIEWS HARVEY ROAD

Map 9G

Kentucky Fried Chicken

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Review of the St. John's Heritage Areas and Public Views

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LEGEND

THREATENED PRIMARY VIEWS

MAP 9G :
THREATENED
PRIMARY VIEWS
KFC

While present zoning regulations restricts development to four storeys on these sites, a change to increase building height would significantly impact on this view plane.

P5 - Harvey Road - *(Map 9F)*

This is a relatively new view to the Narrows and Signal Hill created due to the removal of Holloway School. Any development on this privately owned site identified as Under Used / Vacant Site 17, will obstruct the pedestrian view from Harvey Road. Existing regulations allow a building height of four storeys 15m from Harvey Road but only at Council's discretion. We suggest that this only be granted if the developer agrees to provide a publicly accessible viewing area at Harvey Road level as part of any development proposal. See Figure 4.5.1 in the Appendix.

P6 - Kentucky Fried Chicken Outlet (Duckworth Street at Hill o'Chips) - *(Map 9G)*

This site has become recognized as a significant Downtown viewpoint to the Narrows and Signal Hill. Although the property is privately owned (the main viewing area is a drive-through pick-up lane) tour busses and pedestrians still use the site. Further development on the site has the potential to eliminate this viewpoint. In order to preserve the view footprint restrictions will have to be applied. See Figure 4.5.2 in the Appendix.

P7 - Harbour - *(Map 9E)*

The view from boats entering the Harbour was identified as a primary view during the consultation process. The view subject in this case is the composition of significant buildings in the Downtown (Courthouse, Anglican Cathedral, and the Basilica). Development on Port Authority land and Under Used / Vacant Sites 21, 22, 28 and 29 may affect this view, however, a viewer's location can bring more of these sites into view.

Street-End Views

Street End Views are defined as a straight-line projection along the street to the visual resources (usually the Harbour). Thirteen significant Street End Views have been identified in the inventory. The views are illustrated in Appendix *Map 10* - Street End Views.

Because of existing zoning, two Street End Views are not threatened..

These views are:

- S1 - Gower Street
- S2 - Military Road

The recent *Port of St. John's Tourism Study (2002)* notes that the "Views down streets that run perpendicular to the water must remain unobstructed." Although it is felt that most Street End Views are down towards the Harbour are not threatened, the Harbour apron is zoned as Industrial General and allows for a variety of uses such as warehousing, fish processing, and salvage yards. Should development proposals be made for the Harbour apron, special consideration should be given to maintaining the street end visual connection with the water. These views include:

- S3 - Temperance Street
- S4 - Wood Street
- S5 - Prescott Street
- S6 - Holloway Street

- S7 - McBride's Hill
- S8 - Bate's Hill
- S9 - Adelaide Street
- S10 - Baird's Cove

Two street end views, S11 - Pleasant Street and S12 - Hamilton Avenue, may be significantly affected by future development on lands, which allow for ten storey plus developments. These views were identified in the *Downtown St. John's Strategy for Economic Development and Heritage Preservation (2001)* study. As suggested in that report, the design solutions to develop those sites should be done in a manner, which respects the street end views. Footprint restrictions will be required.

S11 - Pleasant Street

The line of sight from Pleasant Street crosses directly over Under Used / Vacant Site 5 presently a parking area. Careful consideration in the planning and design phases of any construction on this site could minimize impact on the view. See Figure 4.5.3 in the Appendix.

S12 - Hamilton Avenue

This street end view may be threatened by the Under Used / Vacant Site 4. The view "down " Hamilton Avenue crosses directly over one corner of this vacant land area. See Figure 4.5.4 in the Appendix.

S13 - Cochrane Street

This view line intersects directly with Under Used / Vacant Site 6 - Queens Wharf. The potential to impact here is great as the view looks down the street to the Harbour running from a high to low elevation. Present zoning will allow for the development of a four storey structure which given the viewing elevation can intrude significantly into this line of sight.

4.6 Verification

With the completion of the inventory and assessment, the consultants began a three-step process of verifying and refining their preliminary findings.

City of St. John's Staff

A presentation of the initial findings to City Planning and Engineering Staff was used to provide an overview of the process to date and gain an understanding of the reoccurring issues that the public expresses to staff. At those meetings, staff confirmed the inventoried information of primary and secondary visual resources and suggested several modifications. These modifications were incorporated into the inventory and assessment work.

Stakeholder Meeting

Following approval of the preliminary findings, a second meeting and presentation was held with key stakeholders that have a special interest and knowledge of the built heritage of the city. These stakeholders included City Staff, Heritage Advisory Committee Members, Planners and Historians. With the addition and reclassification of several viewpoints and visual resources, consensus was reached on the inventoried information. Some discussion took place on potential protection method.

CITY OF ST. JOHN'S
Review of the St. John's Heritage Areas and Public Views
LEGEND
STREET END VIEWS
MAP 10
STREET END VIEWS

4.7 Protection

Precedents

Guelph, Ontario

The City of Guelph (110,000 population) has elected to protect views to the Church of Our Lady, a landmark Catholic Church on a hill in the Downtown. The city is also concerned about the visual quality of the river corridor through the city. They have chosen to protect view areas (view planes) to the Church of Our Lady through Zoning By-Law No.(1995)-14864. The by-law sets out Height Restrictions for properties located within the Protected View Areas defined on Defined Area Map included as a schedule in the bylaw. The Map dimensions the limits of the Protected View Area and includes allowable maximum top-of-structure elevations over each developable parcel within each protected area. Five "Protected View Areas" have been defined.

In selected areas, "the importance of views and public pedestrian access to the river is important and should be maintained to the greatest extent possible". Guidance is provided through Urban Design Guidelines (1995). A section deals with Views and Vistas and include means for "landmark view preservation", "retention/extension of view corridors" and building site planning and landscape development.

Vancouver, British Columbia

The City of Vancouver (population 1.9 million) chose to protect selected threatened public views of important natural and cultural features throughout the city. In 1989 Council adopted various view cones (view planes) to protect favorite views, primarily of the mountains and sea, as identified through a survey of randomly selected residents. The city's View Protection Guidelines, maps, and lists those view cones and explains the process to be followed to determine maximum building height if a proposed development falls with a view cone.

Other documents such as official development plans, area development plans and Council-adopted guidelines also include view protection measures, which affect zoning and maximum building height. The area development plans set out additional policies to preserve and enhance existing views, and where possible create new viewing opportunities.

Ottawa, Ontario

Building height regulations to protects the visual integrity of Canada's pre-eminent symbolic buildings were first introduced in Ottawa in 1910 and effectively maintained until the early 1970s when they were revised to better account for the changing urban development and the region's topography. In 1990, the protection of views was challenged by a proposal for a new office tower that would have overwhelmed the national symbols. In response, the City of Ottawa in cooperation with the National Capital Commission, undertook detailed study for the protection and enhancement of the visual integrity and symbolic primacy of the parliament buildings and other national symbols.

The Ottawa View (1993) study provided the technical and methodological basis of the current view protection measures which relate primarily to control of heights of background buildings which can obscure the silhouette of national symbols and specifies foreground view protection controls defined by an urban design plan and review mechanism. The study's recommendations are incorporated in the City of Ottawa Official Plan and zoning by-law for the central area and the NCC's planning policy.

Halifax, Nova Scotia

In 1972, the City of Halifax began to assess the preservation of views from Citadel Hill, an prominently located English Fortress near the Downtown. Three viewpoints from the Hill were selected, the primary visual resource in their protection efforts are Georges Island and the Harbour. Halifax protection measures required the construction of view planes and establishing overlay zoning districts.

Lessons Learned from Precedents

St. John's is complex in terms of defining visual resources and viewpoints. This is largely due to the bowl or amphitheatre topography around the Harbour. The topography has created multiple vantage points in the Downtown area. Typically, the study and assessment of visual resources focuses on a very limited number of resources or viewpoints. For example, in Halifax all viewpoints are from Citadel Hill, in Ottawa's visual resources focus primarily on the Parliament Buildings.

Generally, view protection measures done in other regions acknowledge the need for additional study in relation to problematic sites. Careful planning and sensitive design solutions can preserve valued views, and even create new viewing opportunities.

Visual resource assessment is typically done through the study of view planes or view cones. The use of protective zoning, bylaws and design guidelines was used by all jurisdictions.

Protection Measures

Zoning

Generally, the existing zoning in the Downtown core protects most of the city's visual resources. In addition, the heritage protection areas further protect visual resources by limiting the height, size and location of buildings.

Overlay Zoning District.

The City of St. John's has already adopted the use of Overlay Districts for environmentally valuable areas, heritage areas and light planes. Overlay zoning districts could easily be extended to establish view protection objectives. Requirements for Overlay Zoning Districts are in addition to the existing zone designation and would detail special restrictions and standards tailored to the specific areas identified for view protection.

Land Purchase

Land purchase is one of the most expensive protection options but is in some cases the best way to protect visual resources from development. Once the land is purchased, restrictions or conservation easements can be added to the property and the land resold. As well, if appropriate the property might be designated open space and enhanced for public appreciation.

Purchase of Development Rights

The Purchase of Development Rights (PDR) compensates a property owner who voluntarily agrees to sell the right to develop their land. With a PDR program, the right to develop to the fullest extent allowed by the zoning (for example, maximum height or footprint), is sold separately so that a natural or cultural feature (e.g., a view) is preserved. The landowner

continues to own the property but gives up the right to develop. The restriction to develop is permanently attached to the property.

Transfer of Development Rights

Transfer of Development Rights (TDR) is an alternative strategy to purchasing land. TDR's can preserve views by transferring the development right from visually sensitive parcels of property to areas that area planned for growth. Usually the TDR program offers incentives such as increased density, tax breaks, or faster permitting to encourage developers or landowners to participate in the initiative.

Blanket Height Controls

The application of height limits is the most common planning practice to protect views. Establishing height limits around key visual resources (usually primary symbolic or cultural buildings such as churches or seats of government) ensures that they remain centre stage in the composition of the city. Blanket height limits usually extend over a large enough area to ensure that the visual resource remains prominent from most, if not all viewpoints. It is worth noting that maintaining the existing zoning will provide effective height control and protect views.

4.8 Recommendations

General Recommendations

- Previous studies, discussions with stakeholders and the general public, have demonstrated significant support for the protection of the city's important views. View protection measures should be undertaken and formalized in the City's planning process.
- Existing zoning regulations will protect most of the views identified; however any variance to these regulations will result in impacts on these views. Maintaining existing regulations and considering any variance application under intense scrutiny of the impact will preserve the City's visual character.
- Because many of the city's visual resources and viewing opportunities are on lands managed by other agencies (e.g., Parks Canada, Port Authority and Pippy Park) the city should ensure these agencies are aware and supportive of the city's public view protection measures.
- Although the available space along the Harbour apron is limited, the industrial zoning of the area has the potential to negatively impact on numerous views throughout the city. Development applications within this area should be assessed with the full understanding that any built structure will impact on at least one if not several of the views identified in this report. The city can limit the extent of the impact by implementing building height restrictions (3 storeys to a maximum of 11.25 metres) within the industrial zone.
- Additional detailed visual studies and analysis may be required in the older established areas of the city to illustrate the impact new development might have on secondary views. Attention needs to be paid to visual resources anytime a zoning change or new development is considered in the Downtown area -- new views can be created and the public's perception of what is most important may change over time.
- How view protection measures are implemented should depend on the importance of and threat to the view.

Primary Views Non Threatened

Primary Views- Non Threatened are typically panoramic views of the city, Harbour or the Narrows. No protection measures are required now but if conditions change these views may need to be formally recognized. These views include:

- P8 - Fort Waldegrave
- P9 - Signal Hill / Cabot Tower
- P10 - War Memorial
- P11 - Queens Battery

Primary Views Threatened

Many *Primary Views* are currently protected by existing zoning, particularly because of their location within the city's heritage zone. However, because of the impact that under used or vacant sites may have on these views if re-zoning takes place, protective view planes should be considered. Development proposals should include specific and detailed analysis of view impacts prior to re-zoning. These views include:

- P1 - Basilica Gates
- P2 - Confederation Building
- P3 - Merchant Mariners Memorial
- P4 - The Rooms
- P5 - Harvey Road
- P6 - Kentucky Fried Chicken
- P7 - The Narrows

Street End Views provide a valuable visual connection to the Harbour within the city's core. Although these are open at the present, the Harbour apron is zoned industrial and the views could potentially be lost. In cooperation with the St. John's Port Authority, policies should be established to ensure that no development be allowed along the Harbour apron that might block the street end view. The street end views include:

- S1 - Gower Street
- S2 - Military Road
- S3 - Temperance Street
- S4 - Wood Street
- S5 - Prescott Street
- S6 - Holloway Street
- S7 - McBride's Hill
- S8 - Bate's Hill
- S9 - Adelaide Street
- S10 - Baird's Cove
- S13 - Cochrane Street
- S24 - Pleasant Street
- S25 - Hamilton Avenue

- The Primary View Planes identified for protection should be defined with Overlay Zoning Districts. Requirements for Overlay Zoning Districts should be in addition to the existing Zone designation and provide special restrictions height restrictions and standards tailored to the specific areas identified for view protection.
- Design Guidelines and design reviews can limit the impact of development on views and view planes. The creation of design guidelines would provide direction to City Staff,

developers and landowners for the preservation and enhancement of the city's important *secondary visual resources*. As new development or redevelopment takes place, the guidelines could also encourage the creation of new viewing opportunities. For example, the guidelines could be drafted to help ensure that:

- New development should create new opportunities to view visual resources.
- Existing open spaces be upgraded to take advantage of viewing opportunities.

4.9 Specific Recommendations

Vacant and underused sites are the most likely to be redeveloped in the near future. The following is a summary of the recommendations for these sites that will achieve the objectives in the previous sections of this study.

Vacant or Under Used Sites (See Maps #7,8 & 9)

ID	Name	Location	Existing		Proposed	Potential View Plane Impact	Comments
			Zoning	Max height in storeys	Max height in storeys		
1	Grace Hospital	Rear of building / parking area	P	3 or 10	3 or 10		1
2	Vacant Lot	New Gower Street / Hamilton Avenue / Pleasant Street	RD	3	3		No change
3	Vacant Lot	Hamilton Avenue / Job Street	CM	4, 15m	4, 15m		No change
4	Vacant Lot	Hamilton Avenue / Springdale Street / New Gower Street	CCM	4, 15m	4, 15m or 10, 40m	S12	2
5	Parking Lot	Springdale Street / New Gower Street / Delta Hotel	CCO	4, 15m or 12, 48m	4, 15m or 12, 48m	S11	3
6	Queens Wharf	Intersection Water Street / Cochrane Street	IG	15m	0	P1, S6	4
7	Harvey's Wharf	Water Street / Harbour Front	IG	15m	3,11.25m		5
8	Harvey's Wharf	Water Street / Harbour Front	IG	15m	3,11.25m	S4, P6	5
9	Harvey's Wharf	Pier 16	IG	15m	3,11.25m	P2, P3, S4, P6	5
10	Harvey's Wharf	Pier 16	IG	15m	3,11.25m	P2, P3, P6	5
11	St. Josephs School	Quidi Vidi Road / Howe Place /	P/R3	3, 11.25m or 10,	3, 11.25m	P2, P3	6

ID	Name	Location	Existing		Proposed	Potential View Plane Impact	Comments
			Zoning	Max height in storeys	Max height in storeys		
	Complex	Signal Hill Road		40m			
12	Vacant Lot	End of Cavell Avenue	O/R3	Not specified / 3	3, 11.25m	P2, P3	6
13	Vacant Lot	Adjacent Miller Centre / Signal Hill Road	P	3, 11.25m or 10, 40m	3, 11.25m or 10, 40m	P2, P3	7
14	Memorial Stadium	King's Bridge Road / Lake Avenue	O	Not specified	3, 11.25m	P2, P3	8
15	Belvedere Grounds	Between Holy Heart and Brother Rice Schools	P	3, 11.25m or 6, 22.5m	3, 11.25m or 6, 22.5m		9
16	Holloway School	Harvey Road / Long's Hill	CCM	4, 15m	4, 15m	P5, P7	10
17	Vacant Lot	Water Street between Gaze Seed / Magic Wok	CCM	4, 15m	4, 15m		No change
18	Former Woolworth Building	351-353 Water Street	CCR	4, 15m	4, 15m		11
19	Former Arcade Building	345 Water Street	CCR	4, 15m	4, 15m		11
20	Bell Street	Both sides of Bell Street / Duckworth Street / Henry Street	CCM / RD	4, 15m	4, 15m	P7, P5	12
21	Former London to Fortis Building	Water Street / Baird's Cove / Harbour Drive	CCR	4, 15m	4, 15m	P4, P7, P5	13
22	Corner of Prescott & Water Street	Waterfront end of Harbour Drive / Water Street	CCM	4, 15m	4, 15m	P1, P4, P7, S6, P5	No change
23	Matchless Paints	Water Street / Duckworth Street / Temperance Street	CCM	4, 15m	4, 15m	P2, P3	14
24	Temperance Street	Bottom of Temperance / Water Street	IG	15M	3, 11.25m	P2, P3	5

ID	Name	Location	Existing		Proposed	Potential View Plane Impact	Comments
			Zoning	Max height in storeys	Max height in storeys		
25	KFC and Adjoining Site	Cochrane Street/ Duckworth/Hill O'Chips / Water Street	CCM	4. 15m	4.15m		15
26	Vacant Lot	Intersection Duckworth Street / Cochrane Street	CCM	4. 15m	4. 15m		No change
27	Vacant Lot/PF Collins	Intersection Pilots Hill / Duckworth Street	CCM	4. 15m	4. 15m		No change
28	Parking Lot	Intersection Holloway / Duckworth Street	CCM	4. 15m	4. 15m	P1. P4. P7	No change
29	Parking Lot	Intersection Prescott / Duckworth Street	CCM	4. 15m	4. 15m	P1. P4. P7	No change

Comments

1 Up to 10 stories subject to Land Use Impact Assessment (L.U.I.A.)could be acceptable because of existing tall buildings and location, high on hill

2 Area designated for possible extra height. Permission for extra height should be tied into footprint restriction, so as not to block view down Hamilton Avenue (See Figure 4.5.4)

3 Area designated for possible extra height. Permission for extra site should be tied into footprint restriction, so as not to block view down Pleasant Street (See Figure 4.5.3)

4 Street end view overlay development restriction.

5 Development on these waterfront sites could potentially create a wall or block views if not limited as to three storeys, this conforms to typical and original waterfront development. No development should be permitted in the listed street end views.

6 A previous proposal for ten storeys for this area was deemed not acceptable by the City and the residents. The St. Joseph's School site has recently been rezoned to permit a residential development.

7 Up to ten storeys subject to L.U.I.A. could be acceptable because of existing tall buildings and its locations. Proposal would need to be screened against view from Merchant Mariner Monument.

8 Existing building is equivalent to three-storey building.

9 Extra height subject to L.U.I.A. could be acceptable because of location. Suggest six-storey maximum because of scale of surrounding buildings.

10 Four storeys from Harvey Road as long as light plane angle is maintained from Long's Hill. Footprint restriction will ensure maintenance of pedestrian public view (See Figure 4.5.1).

11 Area is not included in area designated for possible extra height so ten storeys is not possible or desirable.

12 Four storeys from Henry Street as long as light plane angle is maintained from Duckworth Street.

13 The site is not in the Municipal Plan's bonus area for extra height. The Downtown Strategy states that it may be suitable for higher heights subject to view line analysis and breaks between building masses. .

14 Four storeys from Duckworth Street as long as light plane angle is maintained from Water Street. Footprint restriction may be required to maintain public view from New City Park.

15 Footprint restriction to maintain public view (See Figure 4.5.2).

Existing Downtown Zoning

Zone	Description	Floor Area Ratio	Height	Comments
O	Open Space	Not specified	Not specified	Implies park or public use.
P	Public Zone	1.0/2.0	3/10	Subject to Land Use Impact Assessment
IG	Industrial General	Not specified	15m as per land use district.	There is a wide range of uses, a few, such as a salvage yard may not be appropriate in the downtown.
CCR	Commercial Central Retail	3.0/5.0	4.15 m/10.40 m	Higher value possible if in designated area and not in historic precinct.
CCO	Commercial Central Office	3.0/6.0	4.15 m/12.48 m	Higher value possible if in designated area and not in historic precinct.
CCM	Commercial Central Mixed	3.0	4.15 m	
CM	Commercial Mixed	2.0	4.15 m	
RD	Residential Downtown	-	3	Highest permitted density is for town housing.

5.1 Downtown Zoning

The present zoning generally reflects the mix of existing uses in the Downtown, both residential and commercial. Two of the main zone designations, RD – Residential Downtown, and CCM – Commercial Central Mixed are tailored specifically to respond to the area's special characteristics. Zoning regulations can have a major impact, both positive and negative on Heritage Conservation and Protection of Public Views. The most significant aspects are the maximum building heights, and protection of open space designations.

Present zoning is conducive and supportive of both heritage conservation and new development. It permits a good mix of uses and relatively high density. With the exception of existing high buildings, and two vacant sites in the West End, maximum height of buildings is limited to four storeys to a maximum of 15 metres. This in our opinion is very strategic.

The Downtown Strategy identified a number of sites where development of new or renovated Class A and Class B office space can take place. It is common knowledge that several sites along Water Street/Harbour Drive present an opportunity for prime office space development. There will inevitably be pressure to change zoning to allow new buildings in excess of four storeys.

While new development is desirable to help support heritage conservation, adding additional height even to six storeys, along the waterfront is very problematic. It will block views, even if set back from Water Street. While it may encourage development of several specific sites it will discourage redevelopment of under used buildings on Water and Duckworth Street. It will increase the sense of a wall along the Harbour. At present there are important gaps, between the clusters of high buildings. Existing zoning allows only four storeys to a maximum of 15 metres and should be maintained.

The importance of maintaining existing building heights at four storeys to prevent a "wall" in the core between Atlantic Place and the Fortis Building can be clearly seen.

5.2 Overlapping Proposals

Two recent initiatives, one by the Port of St. John's and one by the Heritage Foundation overlap with this study.

Proposed Ecclesiastical District

The Heritage Foundation has proposed to the Monuments Board of Canada that an ecclesiastical district be established in St. John's. It would include the following buildings:

- Basilica of St. John the Baptist
- St. Bonaventure's College
- Our Lady of Mercy Convent and Chapel
- Belvedere Convent and Orphanage
- Presentation Convent
- Mt. St. Francis Monastery
- Entrance Arch
- BIS and O'Donnell Hall
- Cathedral of St. John the Baptist
- Masonic Temple
- Gower Street United
- Victoria Hall
- St. Andrews (The Kirk)
- Courthouse

All of these buildings and grounds are within the proposed Heritage Area 1. All are or should be designated heritage buildings. It is our understanding that the main objective of the district is for public awareness and national promotion of a unique congregation of such buildings. It is also our understanding that there are no specific requirements that will conflict with the proposed Heritage Regulations or cause any additional development restrictions in the district. For example it would still be possible to recycle a building such as the Masonic Temple for alternative use such as office space if necessary. On this basis, we see no reason why this initiative should be not be supported.

Port of St. John's Tourism Study

The Port of St. John's recently commissioned this study. The study's mandate was to develop realistic and achievable ways to realize the Waterfront's tourism potential without risking Waterfront industry. This comprehensive study contains a lot of information and synthesizes a lot of good ideas. The initiatives should be supported in principle, as they will go a long way toward making the Port more people friendly and will help tourism.

In relationship to the Heritage Areas and Public View Study, we have several comments.

Various Design Concepts

The study develops proposals for a number of sites on both sides of the Harbour, acknowledging that they are schematic and will have to be refined. They are good but have a certain "anywhere in Canada" look to them.

Development of the Harbour Drive Facade

We strongly support the notion of development of the backs of the buildings along Water Street that face on to Harbour Drive. We do not agree with the specifics in the study. The sketches in the study show a series of fake or real storefronts along Harbour Drive. The imagery is wrong in the sense that they look like New Gower Street or anywhere, but more importantly this is the wrong approach. The study talks about making it a front door to the Waterfront as opposed to the back door to Water Street. There are four main concerns:

- The Harbour side always was the back door to Water Street. It can still function as a lively, pedestrian space by being the back door, but building a fake streetscape is conceptually wrong.
- Development down at Harbour Drive street level will not work. There is sometimes flooding, you do not have a view of the Harbour from this area because of the cars and it interferes with essential parking spaces.
- A better approach will be to develop the backs of the buildings for pedestrian use, one or two storeys up from Harbour Drive at Water Street level. There will be views from this level, parking can be increased underneath and it will help with Water Street development. The architectural theme should be Harbour related as opposed to storefront.
- Developing at this level will also improve connectivity. It will be easier to create pedestrian links through to Water Street, up and across Harbour Drive and laterally across the coves in areas that will not conflict with street end views. It could even be possible to incorporate buildings such as Atlantic Place and the Parking Garage.

6.0 CONSOLIDATION OF RECOMMENDATIONS

6.1 Doing it Right

The three main components of this study, Heritage Areas, Heritage Buildings and Public Views are all closely related. St. John's is about to see a new wave of development pressure or opportunity, depending on how you see it. We think it is an opportunity if done correctly. And doing it right is easy.

- There is a momentum for heritage sensitive development, for both new and renovation projects.
- Existing zoning does not need to be changed to achieve the desired objectives. In fact it should not be changed.

6.2 Taking the High Road

We should feel confident that we have a great Downtown for all users. Visitors certainly think so. While we need to encourage new development we should also realized that the Downtown is attractive to developers. In reality potential developers like stability and like to know the ground rules. If someone wants to renovate a building on Duckworth Street they really need to know that the maximum permitted height on Water Street in front of them is not going to change.

6.3 St. John's as a Sustainable City

St. John's is still here and growing after 500 years. It obviously has been sustainable. Dynamics however are changing especially in relationship to environmental priorities. Some fundamental principles include:

- Encourage the existing mix of uses in the Downtown, but increase density through infill and use of upper floors. This will make more efficient use of existing infrastructure.
- Encourage interconnections between buildings, especially in commercial areas.
- Encourage recycling of existing buildings as opposed to demolition and new construction.

Finding the correct balance between large commercial, industrial and heritage sensitive design is critical.

6.4 In Relationship to Heritage Areas, Heritage Buildings and Public Views

An overview of the recommendations that come out of this study is as follows:

- Increase the total size of the Heritage Area.
- Establish three categories of Heritage Areas that respond to the different characteristics and adopt specific design criteria.
- Identify and prepare design studies for five special areas: George Street, The Battery, Quidi Village, Fort Amherst, and Churchill Park.
- Establish a new approval process that is more fluent, more rigorous, but less dependent on the Heritage Advisory Committee.
  - Appoint a Heritage Development Officer.
  - Engage in a public information and awareness program.
- Adopt the format used by the Heritage Foundation of Newfoundland and Labrador for the designation of heritage structures.
- Recognize the properties with existing Federal and Provincial designations.
- Incorporate the buildings identified in the priority-building list.
- Recognize the importance of the listed streetscapes.
- Recognize views, view planes, and street end views as identified in this and other studies.
- Adopt measures to protect these views.
- Recognize that maintaining existing zoning the associated building heights is the best way to protect views.

- Repeal the St. John's Heritage By Law 1977, which is no longer in use.

7.0 APPENDIX

Appendix

- Table 1 Properties Presently Designated
- Table 2 Properties Designated Federally and Provincially
- Table 3 Priority Building Requiring Designation
- Visual Resources and Viewpoint Tables
- Figure 4.5.1
- Figure 4.5.2
- Figure 4.5.3
- Figure 4.5.4

Table 1 Properties Presently Designated

#	Name/Building Type	Address	Designation		
			Federal	Provincial	Municipal
1	House	8-10 Barnes Road			X
2	Mallard Cottage	2 Barrow's Road, Quidi Vidi	X	X	X
3	Murray Premises	5 Beck's Cove	X		X
4	St. Joseph's Chapel	Blackhead		X	X
6	Cape Spear Lighthouse	Blackhead Road	X		
7	St. Bonaventure's College	Bonaventure Avenue		X	
8	The Observatory (house)	1 Bonaventure Avenue			X
9	Fort Townshend	Bonaventure Avenue	X		
10	St. Michael's Convent	Bonaventure Avenue			X
11	Belvedere Orphanage	Bonaventure Avenue			X
12	Bishop Field College	44 Bond Street		X	X
13	Cathedral Clergy House	9 Cathedral Street			X
14	Masonic Temple	Cathedral Street		X	X
15	Fort William	Cavendish Square	X		
16	Anglican Cathedral of St. John the Baptist	22 Church Hill	X	X	X
17	Cathedral Rectory	23 Church Hill			X
18	House	24 Circular Road			X
19	Bartra	28 Circular Road		X	X
20	Houses	34-36 Circular Road			X
21	Bannerman House	54 Circular Road		X	X
22	Canada House	74 Circular Road			X
23	Cochrane Street Church	Cochrane Street			X
24	Former House	28 Cochrane Street		X	
25	Emmanuel House	83 Cochrane Street			X
26	St. Patrick's Convent	Convent Square			X
27	Devon Row (houses)	Duckworth Street			X
28	Newfoundland Museum	Duckworth Street			X
29	Devon House	59 Duckworth Street		X	
30	Tobin Building (Pollyanna Art Gallery, former Hutton's Music Store)	212 Duckworth Street		X	X
31	Aylward, Chislett and Whitten (Law offices)	261 Duckworth Street			X
32	Compu College (former Evening Telegram Building)	275 Duckworth Street			X

#	Name/Building Type	Address	Designation		
			Federal	Provincial	Municipal
33	Bank of British North America (Anna Templeton Centre)	278 Duckworth Street		X	X
34	House (William Howe Greene, Architect	333 Duckworth Street			X
35	Mary Jane's Building	377 Duckworth Street		X	
36	Merlin's Nightclub (former Majestic Theatre)	390 Duckworth Street			X
37	Devon Place	3 Forest Road		X	
38	Old General Hospital (1851Military Hospital and 1897 Queen Victoria Ward)	100 Forest Road			X
39	Howard House	7 Garrison Hill		X	
40	George Street United Church	George Street West		X	X
41	Gower Street United Church	Gower Street		X	
42	Angel House	146 Hamilton Avenue		X	
43	CEI Club (former United Church Children's Home)	181 Hamilton Avenue			X
44	Star of the Sea Hall	27 Henry Street			X
45	House	6 Howley Avenue			X
46	The Stone House (Restaurant)	8 Kenna's Hill			X
47	Retreat Cottage (House)	14 Kenna's Hill		X	X
48	Sutherland Place (Houses)	10-20 King's Bridge Road			X
49	Commissariat House and Garden	13 King's Bridge Road	X		
50	House	33 King's Bridge Road			X
51	House	35 King's Bridge Road			X
52	Kinkora House	36 King's Bridge Road			X
53	St. Andrew's Presbyterian Church (the Kirk)	Long's Hill		X	X
54	Mount St. Francis Monastery	4 Merrymeeting Road			X
55	St. Thomas's Church	8 Military Road		X	
56	Prescott Inn	21 Military Road			X
57	Government House	60 Military Road	X		
58	House	112 Military Road			X
59	Our Lady of Mercy Convent and Chapel	170-172 Military Road		X	
60	Basilica of St. John the Baptist	200 Military Road	X	X	

#	Name/Building Type	Address	Designation		
			Federal	Provincial	Municipal
61	House	7 Monkstown Road			X
62	Harris Cottage	43 Monkstown Road		X	
63	Monkstown Manor	51 Monkstown Road			X
64	Squires Barn and Carriage House	Mount Scio Road (within Botanical Gardens)		X	
65	Bryn Maur	154 New Cove Road		X	
66	McCourbey Manor	6-8 Ordinance Street			X
67	Thimble Cottage	150 Oxen Pond Road		X	
68	House	3 Park Place (Rennies Mill Road)		X	
69	House	4 Park Place (Rennies Mill Road)			X
70	St. Patrick's Roman Catholic Church	Patrick Street		X	X
71	Wesley United Church	Patrick Street			X
72	The Deanery (House)	6-8 Patrick Street			X
73	House	60 Patrick Street		X	
74	Martin McNamara House	15 Plank Road		X	X
75	House	15 Portugal Cove Road			X
76	Dunluce	139 Portugal Cove Road		X	
77	The Anderson House	42 Power's Court		X	
78	Houses	74-78 Prescott Street			X
79	Cornerstone Theatre (former convent, school, and church)	16 Queen Street (at George Street)			X
80	House	30 Queen's Road			X
81	House	32 Queen's Road		X	
82	House	34 Queen's Road		X	
83	Chapel Hill Apartments (former Congregational Church)	39 Queen's Road			X
84	Benevolent Irish Society and O'Donel Hall	48 Queen's Road		X	X
85	Cathedral Parish Hall	68 Queen's Road			X
86	House (former Christchurch)	86 Quidi Vidi Village Road	X		X
87	"The House" (William F. Butler, Architect)	Rennies Mill Road and Monkstown Road		X	
88	Kelvin House	49 Rennie's Mill Road		X	
89	Winterholme	79 Rennie's Mill Road	X	X	X
90	Cabot Tower	Signal Hill Road (Signal Hill National Historic Site)	X		
91	Fort Amherst	Southside Road	X		

#	Name/Building Type	Address	Designation		
			Federal	Provincial	Municipal
92	The New House	335-337 Southside Road		X	
93	Newman Building and Wine Vaults	1 Springdale Street		X	X
94	The Four Sisters (Houses)	31-37 Temperance Street		X	X
95	Leaside Manor	39 Topsail Road		X	X
96	House	8 Upper Battery Road			X
97	Longshoremen's Protective Union (LSPU) Hall	3 Victoria Street		X	X
98	House	27 Victoria Street			X
99	King George V Institute	93 Water Street			X
100	Brother T.I. Murphy Centre (Javelin House)	95 Water Street		X	X
101	Crow's Nest	90 Water Street		X	
102	S.O. Steele (Breakwater Books)	100 Water Street		X	X
103	Delgado Building	169 Water Street			X
104	The London Building	177 Water Street			X
105	St. John's Court House	194 Water Street (293 Duckworth Street)	X		X
106	National Bank; David Artiss Art Gallery; Calio's; Commercial Chambers; Nautical Nellie's; Taj Mahal Restaurant	187-203 Water Street			X
107	Commercial Chambers	197-199 Water Street		X	X
108	HSBC Bank (former Bank of Commerce Building)	205 Water Street			X
109	Royal Bank Building	226 Water Street			X
110	Yellowbelly Corner	288-300 Water Street			X
111	O'Dwyer Block	291-309 Water Street		X	X
112	Thompson Building	303-305 Water Street		X	
113	Byrne Building	362-366 Water Street			X
114	Apothecary Hall	488 Water Street		X	
115	Former Newfoundland Railway Station	495 Water Street	X	X	X
116	Rosemill Antiques	562-564 Water Street		X	
117	Horwood House	718 Water Street		X	
118	Compton House	26 Waterford Bridge Road			X
119	Waterford Manor (formerly Waterford Hall)	183-185 Waterford Bridge Road		X	X

Table 2 Properties Designated Federally and Provincially

#	Name/Building Type	Address	Present Designations	
			Federal	Provincial
1	Cape Spear Lighthouse	Blackhead Road	X	
2	St. Bonaventure's College	Bonaventure Avenue		X
3	Former House	28 Cochrane Street		X
4	Devon House	59 Duckworth Street		X
5	Mary Jane's Building	377 Duckworth Street		X
6	Devon Place	3 Forest Road		X
7	Howard House	7 Garrison Hill		X
8	Gower Street United Church	Gower Street		X
9	Angel House	146 Hamilton Avenue		X
10	Commissariat House	13 King's Bridge Road	X	
11	St. Thomas's Church	8 Military Road		X
12	Government House	60 Military Road	X	
13	Our Lady of Mercy Convent and Chapel	170-172 Military Road		X
14	Basilica of St. John the Baptist	200 Military Road	X	X
15	Harris Cottage	43 Monkstown Road		X
16	Squires Barn and Carriage House	Mount Scio Road (within Botanical Gardens)		X
17	Bryn Maur	154 New Cove Road		X
18	Thimble Cottage	150 Oxen Pond Road		X
19	House	3 Park Place (Rennies Mill Road)		X
20	House	60 Patrick Street		X
21	Dunluce	139 Portugal Cove Road		X
22	The Anderson House	42 Power's Court		X
23	House	32 Queen's Road		X
24	House	34 Queen's Road		X
25	"The House" (William F. Butler, Architect)	Rennies Mill Road and Monkstown Road		X
26	Kelvin House	49 Rennies Mill Road		X
27	Cabot Tower	Signal Hill Road	X	

#	Name/Building Type	Address	Present Designations	
			Federal	Provincial
28	Fort Amherst	Southside Road	X	
29	The New House	335-337 Southside Road		X
30	Crow's Nest	90 Water Street		X
31	Thompson Building	303-305 Water Street		X
32	Newman Wine Vaults	440 Water Street		X
33	Apothecary Hall	488 Water Street		X
34	Rosemill Antiques	562-564 Water Street		X
35	Horwood House	718 Water Street		X

Table 3 Priority Buildings Requiring Protection

#	Name/Building Type	Address	Date
1	House	64 Berteau Avenue	c.1850
2	House	2 Circular Road	c.1893
3	House	56 Circular Road	c.1885
4	House	58 Circular Road	c.1885
5	House	60 Circular Road	c.1892
6	House	70 Circular Road	c.1884
7	House	82 Cochrane Street	c.1885
8	House	12 Deanery Avenue	c.1848
9	Court of Appeal	287 Duckworth Street	c.1860
10	Law Offices	329, 330, 335 Duckworth St.	c.1895
11	House	50 Forest Road	c.1890
12	House	160 Gower Street	c.1892
13	King's Bridge Hotel	2 King's Bridge Road	c.1844
14	Patten House	25 Kings Bridge Road	c.1900
15	House	63 Lemarchant Road	c.1895
16	St. Clare's Residence	160 Lemarchant Road	c.1905
17	House	23 Leslie Street	c.1837
18	House	9 Maxse Street	c.1885
19	House	144 Military Road	c 1895
20	House	26 Monkstown Road	c.1905
21	House	28 Monkstown Road	c.1875
22	Houses	30-32 New Cove Road	c.1885
23	House	108 New Cove Road	c.1830
24	Houses	2 & 5 Park Place	c 1880
25	House	57 Patrick Street	c.1861
26	House	21 Pine Bud Avenue	c.1885
27	Houses	86-88 Pleasant Street	c.1890
28	House	39 Portugal Cove Road	c.1890
29	House	55 Rennies Mill Road	c 1905
30	House	63 Rennies Mill Road	c 1850
31	House	65 Rennies Mill Road	c. 1905